BIENNIAL REPORT

OF THE

SECRETARY OF STATE,

HIS EXCELLENCY, JOHN L. BEVERIDGE,

GOVERNOR OF ILLINOIS.

DECEMBER 15, 1874.

SPRINGFIELD:
STATE JOURNAL PRINTING OFFICE.
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STATE OF ILLINOIS, DEPARTMENT OF STATE,
OFFICE OF SECRETARY, *December* 15, 1874.

To His Excellency, JOHN L. BEVERIDGE, *Governor*:

SIR: In conformity with the law defining the duties of the Secretary of State, I have the honor herewith to submit for your consideration and transmittal to the General Assembly of the State my first biennial report, which embraces a statement of all the record work of this office for the two years commencing November 30th, A. D. 1872—at which date the last biennial report of my predecessor closes—up to and including the 30th day of November, 1874. Also, a statement of all the fees received by me and paid to the State Treasurer since January 13th, A. D. 1873—the date at which I had the honor to assume the duties of the position I occupy—up to and including November 30th, A. D. 1874, the close of the fiscal year; together with such other matters as are required of me by law to report.

For a number of years past each General Assembly has enacted some new law the effect of which has been to multiply the varied and manifold duties of the Secretary of State, and so largely increasing the clerical work necessary to be performed in the office, that, even with the increased force now in this office, it demands the closest attention, and unceasing labor on the part of not only myself, but also of every clerk in the office—each averaging more than the usual number of hours of labor each day.

When I assumed the duties of this office the whole system of the salary and emoluments of the Secretary of State, which had been in operation under the old constitution, were radically changed. Instead of being paid a salary, and in addition thereto receiving *all the fees* of the office as his *personal* emoluments, this, like all the other state offices under the new constitution, was made exclusively a salaried office, and by law the Secretary of State now pays *all fees* received by him into the State treasury.

The law also makes the Secretary of State the custodian of all the property of the State in this city, the stationery and other articles for the use of the officers of the State and General Assembly and directs that officer to deliver the same upon the proper order; to keep an accurate account of all stationery, printing paper and fuel furnished the State on contract or otherwise, and also of all such articles furnished by him to any State officer, the General Assembly, or any contractor, showing distinctly how much has been furnished to each.

In order that this provision of the law might be complied with, and that I might properly perform these duties and many others of similar na-

ture not enumerated, I was obliged to employ on my clerical force an experienced book-keeper, who has charge of the accounts of the office. I have also made it a rule, that no purchases should be made of any article for the use of this office or for the General Assembly, except upon a written order, for the article purchased, from some person duly authorized to make the same. Thus, with the help of my most efficient corps of clerks, I have been enabled to keep the detail work of this department in a most excellent and satisfactory condition; every item of expense from any appropriation over which I have any control can at a moment's notice be ascertained.

I also found that the new law authorizing incorporations, which took effect in 1872, had largely increased the clerical labor of the office, and in this department the work has steadily increased from year to year, and the mass of manuscript which in this branch alone has to be copied is simply immense.

RECORD BOOKS.

A few years ago, when I was serving as clerk in this office, the record books used did not exceed a half dozen; but the various branches of work in the office, with the natural growth of the State, and the operation of new laws, already referred to, imposing additional duties upon the Secretary of State, has increased the records wonderfully. Instead of a half dozen books then in use, the matters now required to be entered of record demand the use daily of over forty record books, besides many others necessary for the use and convenience of the office. I mention this only for the purpose of showing the magnitude of the varied interests of the State as represented by this branch of the executive department, and also as one among the many substantial reasons for asking the usual necessary appropriations which are required, and will be asked for, of the General Assembly.

INCORPORATIONS.

Since November 30, 1872, applications have been received and license issued for the formation of eleven hundred and forty-three corporations, classed as follows:

Manufacturing	300
Miscellaneous	250
Benevolent	130
Mining	103
Loan and Building Associations	183
Printing and Publishing Companies	41
Literary	32
Cemeteries	30
Driving Park and Fair Associations	20
Distilling	17
Library	19
Gas Companies	18

The number issued by my predecessor after the law came in force, July 1, 1872, was one hundred and eighty, making a total since the law has been in operation, to the date of this report, of thirteen hundred and twenty-three (1,323).

The whole number of incorporations that have fully completed their organizations and certificates issued thereto, since November 30, 1872, is eight hundred and fifty-five (855), and divided among the different classes as follows:

Loan Associations	181
Manufacturing	158
Benevolent	130

Mining	59
Cemeteries	27
Printing and Publishing	25
Literary	22
Library	21
Agricultural and Driving Park Associations	16
Distilling	13
Gas Companies	13
Miscellaneous	191

Certificates were issued by my predecessor to the number of ninety-five (95), making the total number of certificates issued and corporations fully organized since July 1, 1872, of nine hundred and fifty (950).

The following is a list of railroad companies organized under the general law of 1872, during the period covered by this report, numbering in all forty-seven (47), to-wit:

Orion and Minersville Railroad Company.
Chicago, Millington and Western Railway Co
Chicago and Southwestward Suburban R. R. Co.
Chicago and Westward Suburban R. R. Co.
Havana, Rantoul and Eastern R. R. Co.
Collinsville and Venice Railroad Co.
Wilmington, Piper's City and Vincennes R. R. Co.
Chicago and Western Springs R. R. Co.
Joliet and Valparaiso Railway Co.
Chicago, Joliet and Peoria Railway Co.
Paducah and Northeastern Railroad Co.
Keithsburg, Lacon and Eastern Railroad Co.
Baltimore, Pittsburg and Chicago Railway Co.
Lafayette, LaSalle and Clinton Railroad Co.
Marine and Collinsville Railroad Co.
South Chicago and Western Railway Co.
Kewanee, Wilmington and Eastern Railroad Co.
Varna, Peru, Mendota and State Line R'y Co.
Chicago and Indiana Railway Co.
Indianapolis, Streetor and Northwestern R. R. Co.
Chicago and Midland Railway Co.
Chicago and Atlantic Extension Railway Co.
Mendota, Rockford and Beloit Railroad Co.
Chicago and New York Railway Co.
Chicago, Danville and Vincennes Railway Co.
Dixon and Rock River Railroad Co.
Chicago Belt Railway and Transfer Co.
South St. Louis and Belleville Railroad Co.
Chicago Transfer Railway and Clearing House Co.
Chicago and South Atlantic Railroad Co.
Paris and Terre Haute Railroad Co.
Keithsburg and Eastern Railroad Co.
Chicago and Maywood Railway Co.
Mendota, Ottawa and Eastern R. R. Co.
St. Louis, Edwardsville and Marine R. R. Co.
Belleville Railway Company.
Chicago and Southern R. R. Co.
Union Railway and Transit Co.
Chicago and Paducah Branch R. R. Co.
People's Freight Railway Co.
Joliet and Northwestern Railway Co.
West Chicago Suburban R. R. Co.
Chicago and Waldheim Railway Co.
Fond du Lac, Amboy and Peoria Railway Co.
Watertown Railroad Company.
Grape Creek Railway Company.
Chicago, Rockford and Northern R. R. Co.

The number reported by my predecessor was twenty-three (23), making a total since the law came into force, July 1, 1872, of seventy (70),

CITIES, TOWNS AND VILLAGES.

Under the provisions of section 208, chapter 24, page 247, of Revised Statutes, in relation to cities, towns and villages, it is made the duty of the Secretary of State to "communicate with the clerks of the several counties of this State, and ascertain the names of all the cities, towns and villages or other municipal corporations therein, and arrange such names in alphabetical order for convenient reference." In obedience with this section of the law my predecessor addressed a circular letter to each of the county clerks requesting the desired information. When I assumed the duties of the office only about one half of the counties had reported. I immediately took steps to complete the work begun by my predecessor, and have the honor to report that all the counties have responded, and this office is now in possession of a full list of cities, towns and villages, and other municipal corporations, as contemplated by the law, alphabetically arranged and recorded, a transcript of which is herewith published as an appendix to this report.

Section thirteen (13) of the above mentioned act, page 213, Revised Statutes, provides that within three months after the organization of any city or village under this act, the corporate authorities shall cause to be filed in the office of the recorder of deeds, in the county in which such city or village is organized, a certified copy of the records showing the result of the election whereby such city or village became so

[illegible]

[illegible]

[illegible]

Name	Date of Organization			County
[illegible]	August		1872	[illegible]
[illegible]				Jefferson
[illegible]		2		[illegible]
[illegible]	September	6		[illegible]
[illegible]	[illegible]	2	"	[illegible]
[illegible]	August	2	"	[illegible]
[illegible]		[illegible]		[illegible]
[illegible]				[illegible]
[illegible]		3		[illegible]
[illegible]		4	"	[illegible]
[illegible]	September	4		[illegible]
[illegible]	August			[illegible]
[illegible]	September	[illegible]	"	[illegible]
[illegible]		23	"	Woodford
[illegible]	October	2	"	[illegible]
[illegible]	September	6	"	[illegible]
[illegible]	October	2		[illegible]
[illegible]	September	7	"	[illegible]
[illegible]		2	"	
[illegible]	November	[illegible]	"	[illegible]
[illegible]		[illegible]		DeKalb
[illegible]	December	21	"	[illegible]
[illegible]	November	2		[illegible]
[illegible]		[illegible]	"	[illegible]
[illegible]	September	2		[illegible]
[illegible]	November	6		[illegible]
[illegible]	January	[illegible]	1873	[illegible]
[illegible]	March	[illegible]		[illegible]
[illegible]		[illegible]		[illegible]
[illegible]	January	21		[illegible]
[illegible]	December	4	1872	[illegible]
[illegible]	August	[illegible]		[illegible]
[illegible]	November	2		[illegible]
[illegible]	March	30	1873	Marshall.
[illegible]		24		[illegible]
[illegible]		5		[illegible]
[illegible]	February	21		[illegible]
[illegible]	April	[illegible]		[illegible]
[illegible]	March	29	"	[illegible]
[illegible]	May	[illegible]		[illegible]
[illegible]	March	29		[illegible]
[illegible]		[illegible]	"	Will.
[illegible]		10		White.
[illegible]	June	8	"	Douglas.
[illegible]	July	7	"	[illegible]
[illegible]	August	[illegible]	1873	Washington.
[illegible]	March	24	1873	Putnam.
[illegible]		[illegible]		[illegible]
[illegible]	June	1	1874	Vermilion.
[illegible]	April	23	"	St. Clair.
[illegible]	May	22		[illegible]
[illegible]	February	[illegible]		[illegible]
[illegible]	April	20	"	[illegible]
[illegible]		21		[illegible]
[illegible]	July	4	"	McLean.

[illegible]

Name	Date of Organization			County.
[illegible]	July	27,	1872	Kane.
[illegible]	"	26,	"	Sangamon.
[illegible]	"	17,	"	[illegible]
Hennepin	August	7,	"	Putnam.

Villages—Continued.

Name.	Date of Organization.			County.
Odel	August	16,	1872.	Livingston.
Blandinsville	"	10,	"	McDonough.
Somonauk	July	18,	"	DeKalb.
Huntley	August	19,	"	McHenry.
Tower Hill	July	17,	"	Shelby.
Ashton	"	23,	"	Lee.
Franklin Grove	"	16,	"	"
Minier	"	17,	"	Tazewell.
Summerfield	"	20,	"	St. Clair.
Kewanee	August	8,	"	Henry.
Buda	"	7,	"	Bureau.
Young America	"	19,	"	Warren.
Richmond	"	5,	"	McHenry.
Hyde Park	"	8,	"	Cook.
Jefferson	August	6,	"	Cook.
McHenry	November	22,	"	McHenry.
Leland	October	30,	"	Madison.
St. Marys	September	7,	"	Iroquois.
La Fayette	"	18,	"	Stark.
Equality	October	28,	"	Gallatin.
Evanston	"	19,	"	Cook.
Blue Island	September	7,	"	"
Pinkneyville	"	30,	"	Perry.
Staunton	"	9,	"	Macoupin.
St. Anne	"	28,	"	Kankakee.
Buckley	December	28,	"	Iroquois.
Delevan	July	18,	"	Tazewell.
Mahomet	August	9,	"	Champaign.
Barrington	January	18,	1873.	Cook.
Aledo	November	11,	1872.	Mercer.
McLean	January	23,	1873.	McLean.
Creston	December	7,	1872.	Ogle.
Tennessee	November	23,	"	McDonough.
St. Marie	February	1,	1873.	Jasper.
St. Francisville	January	28,	"	Lawrence.
Saybrook	November	4,	1872.	McLean.
Industry	January	23,	1873.	McDonough.
Wilmette	August	15,	1872.	Cook.
Keokuk Junction	March	26,	1873.	Adams.
Mt. Pulaski	August	27,	1872.	Logan.
Thomson	May	10,	1873.	Carroll.
Sandoval	February	20,	"	Marion.
Orangeville	March	28,	"	Stephenson.
Wyoming	April	4,	"	Stark.
Davis	May	1,	"	Stephenson.
Eldorado	March	11,	"	Saline.
DeKalb	February	27,	"	DeKalb.
Catlin	April	15,	"	Vermilion.
Bethalto	"	23,	"	Madison.
Park Ridge	February	22,	"	Cook.
Downer's Grove	March	28,	"	DuPage.
Raymond	May	6,	"	Montgomery.
Richview	June	3,	"	Washington.
Butler	March	8,	"	Montgomery.
Blueville	April	7,	"	Christian.
Turner	May	31,	"	DuPage.
Irving	May	10,	"	Montgomery.
South Evanston	January	4,	"	Cook.
Kaskaskia	May	24,	"	Randolph.
Kansas	October	12,	1872.	Edgar.
Alexis	May	31,	1873.	Warren.
Elsah	April	12,	"	Jersey.
Elwood	June	21,	"	Will.
Yorkville	July	8,	"	Kendall.
Toulon	August	26,	"	Stark.
Vermillion	April	5,	"	Edgar.
Bradford	November	4,	"	Stark.
Avon	October	6,	"	Fulton.
Dwight	July	23,	1872.	Livingston.
Lemont	June	9,	1873.	Cook.
Prairie City	December	17,	"	McDonough.
Des Plaines	October	18,	"	Cook.
Rochester	June	2,	"	Sangamon.
Ellisville	November	16,	1872.	Fulton.
Medora	January	10,	1874.	Macoupin.
Odin	March	13,	"	Marion.
Princeville	March	24,	"	Peoria.
Clay City	February	9,	"	Clay.
Camp Point	"	7,	"	Adams.

Villages—Continued.

Name.	Date of Organization.	County.
Nunda	January 5, 1874.	McHenry.
Momence	April 30, "	Kankakee.
Washington Heights	January 20, "	Cook.
Crystal Lake	January 19, "	McHenry.
Wataga	April 27, "	Knox.
Tallula	May 18, 1873.	Menard.
Chebanse	May 29, 1874.	Iroquois.
Edinburg	May 5, "	Christian.
Ashmore	August 8, 1873.	Coles.
Lyndon	March 3, 1874.	Whiteside.
Chatham	March 24, "	Sangamon.
Streator	April 6, "	LaSalle.
Forrest	March 27, "	Livingston.
Sadorus	" 18, 1873.	Champaign.
Phillipstown	June 29, 1874.	White.
Ridott	April 18, "	Stephenson.
Coultersville	July 15, "	Randolph.
West Belleville	August 3, "	St. Clair.
Bement	May 25, "	Piatt.
Teutopolis	" 30, "	Effingham.
Ivesdale	September 14, 1872.	Champaign.
Sidney	August 5, 1874.	"
McLeansboro	" 10, "	Hamilton.
Rose Clare	September 6, "	Hardin.
Norwood Park	July 25, "	Cook.
Mt. Olive	October 10, "	Macoupin.
Lee	June 23, "	Lee & DeKalb.
Lostant	September 4, 1873.	LaSalle.

CHANGE OF NAME OF CITIES AND VILLAGES.

Section 211 of the same chapter, page 247, Revised Statutes, in regard to a change of name, reads as follows:

"If said change of name is made, said corporate authorities shall cause a copy of the order making such changes to be filed in the office of the Secretary of State, who shall thereupon make known the fact of such change, by publication in some newspaper of the county in which such city, town or village is situated, and also in some newspaper in the city of Chicago; and all the courts of this State shall take judicial notice of the change thus made."

In my opinion the provisions of this section are so indefinite that it ought to be amended. The form of the notice to be given should be designated, the number of times it should be inserted in the papers, whether in daily or weekly, and also state who should pay the cost of publication. There has been but nine (9) changes of name, and the publication of the notice has been left to the discretion of the Secretary of State so far as form and time were concerned. The expenses have been paid by those interested.

To make a detailed report of *all* the various and manifold duties of this office, and to submit a transcript of the records and the work performed, would be unnecessary for the purposes of this report, even if possible, and confine it within reasonable limits. The information which would be thus given can be readily obtained from the records themselves, to which reference is respectfully had, confining this report to such matters as cannot be readily obtained and understood by the records without considerable labor.

FEES RECEIVED, ETC.

The total amount of fees received by me since January 13, 1873, and including books and furniture sold up to and including November 30, 1874, is $14,125 35.

The amount paid by me to the State Treasurer, as directed by law, is $12,658 70.

Balance in my hands November 30, 1874, $1,466 65.

APPROPRIATIONS AND EXPENDITURES.

The expenditures of this office paid from appropriations under my control, for the period commencing January 13, 1873, and ending November 30, 1874, are as follows:

For stationery, furniture, repairs of office, postage, expressage and other incidental expenses, the sum of $8,419 88. Included in this amount is the special appropriation of $5,000 made by the Twenty-eighth General Assembly for extra labor and expenses of this office, and $121 05 of said expenses was for indebtedness incurred prior to January 13, 1873. There is still unexpended a balance of the appropriation of $580 12, which will be all that will be required until the regular appropriation made by the Twenty-ninth General Assembly.

There has been expended for clerk hire the sum of $13,731 11, leaving of the appropriation therefor $4,666 67 unexpended and available for this purpose.

For porter in this office during the same time the sum of $1,134 74, leaving a balance of $465 26 unexpended and available.

For State House Janitor, provided for by the Twenty-eighth General Assembly, the sum of $1,133 33, leaving a balance of $466 67 unexpended and available for the purposes of the appropriation.

Of an appropriation made by the Twenty-seventh General Assembly for the employment of a watchman for the State House, an unexpended balance of $546 has been applied for the purposes of the appropriation; since which balance expired the watchman has been paid from the incidental expense fund, under the act approved and in force February 9, 1865.

An unexpended appropriation for the State Library of $500, made by the Twenty-seventh General Assembly, has been expended for the purposes designed by law.

For arranging, classifying and indexing enrolled laws, papers and records, preparatory to removal into the new State House, as provided by law, the sum of $1,278 33 has been expended, leaving a balance of $1,721 67 to be applied to this purpose.

An unexpended balance of a special appropriation made by the Twenty-seventh General Assembly for State House and grounds, of $1,211 80, has been expended for the purposes designed by law. Vouchers for all above expenditures filed with the Auditor.

CUSTODIAN OF STATE PROPERTY AND INCIDENTAL EXPENSE ACCOUNT.

The law designating the duties of the Secretary of State, among other things provides that he shall be the custodian of State property, and places in his charge all the houses, lots, grounds and appurtenances in the city of Springfield belonging to or occupied by the State, the care of which is not otherwise provided for by law; also to take charge of and keep in repair the same, and all the furniture thereof; to superintend all the work necessary in the distribution of the laws, journals and reports which by law may be ordered printed and distributed.

To provide for the necessary expense incidental to these duties appropriations are made biennially, known as the appropriation for incidental expenses, from which are paid not only the expenses above noticed, but also the payment of all purchases made by order of the General Assembly—furniture and repairs for the use of the same while in

session, water rents, gas and fuel for the State House, the various state offices, offices rented for the use of the State in differ parts of the city, express charges on all books, etc., received or sent in exchange between the several States and Territories, and any and all incidental expense necessary in the discharge of the complex duties imposed upon the Secretary of State by law, and for which no other provision or appropriation is made. From the appropriations for the purposes above mentioned there has been expended the sum of $29,901 46, leaving a balance in the State treasury to defray the incidental expenses of the General Assembly and State, until another appropriation is made, the sum of $1,098 54.

Heretofore special appropriations have been made for the payment of expenses of keeping the State House and grounds in repair, and for the State Library. No appropriation for this purpose having been made for the year just passed, I have been obliged to pay these also from the incidental expense fund. An additional expense has also been incurred and paid from this fund which heretofore has been paid by the various counties of the State, viz: the cost of packing and preparing for transmission the printed volumes of laws, journals, reports, etc., etc., which by law the Secretary of State is directed to send to the different county clerks. Section 3 of the law under which the distribution has heretofore been made, and by which the Secretary of State was guided until the contract awarded in September last took effect, reads as follows:

§ 3. It shall be the duty of each county clerk to receive and receipt for any package of books transmitted in compliance with this act, and he shall immediately pay the charges for the *transmission* at the cost of the county, etc."

My predecessor construed the law to mean that the cost of packing and preparing the books for distribution as part of the cost of "transmission," and the cost of this work and materials used followed the books with the cost of actual transmission to be paid by the several counties, and which was paid by them, but under protest. The cost of this work, etc., is no small item, and when I assumed the duties of this office, and my attention having been called to the subject, I ruled that the law contemplated the cost of packing, etc., of all books, etc., to be sent to the counties should be paid by the State, and the *transmission* thereof to be paid by the counties receiving them. (In this construction I am sustained by the present law on the subject.) This additional expense has also been paid out of the appropriation for incidental expenses.

The acts making the several appropriations provides that vouchers for the expenditures therefrom shall be filed with the Auditor. This provision of the law has in all cases been complied with, and can be referred to by those interested.

LETTING OF SPECIAL STATE CONTRACTS—COPYING.

In conformity with the provisions of an act entitled "An act to provide for copying the laws and journals of the General Assembly," passed by the Twenty-eighth General Assembly, and in force April 29, 1873, on the 28th day of May, 1873, the contract for copying the said laws and journals of the Twenty-eighth General Assembly was let to Wm. P. Emory & Co., at 2 1-16 cents per 100 words, they being the lowest bidders therefor. An appropriation of $5,000 was made to defray the expenses of said copying. I am gratified to report to your Excellency that the work has been well done, and carefully compared

with the original copies, at an expense of $2,117 51, leaving unexpended a balance of $2,882 49, which by law reverts to the State treasury.

REVISED STATUTES OF 1874.

On the 30th day of March, 1874, the act of the Twenty-eighth General Assembly, entitled "An act to provide for the publication of the Revised Statutes of the State," was approved by your Excellency; but by reason of it having passed without the emergency clause was not actually in force until July 1, 1874. Section 7, of said act directed the Board of Printing Commissioners to proceed within "ten days" to advertise for proposals for binding the statutes. Section 7 of the statute reads as follows:

"Within ten days after the adjournment of this session of the General Assembly, the State Treasurer, Secretary of State and Auditor of Public Accounts shall advertise in one daily newspaper published in Springfield, one in the city of Chicago, and one in the city of St. Louis, for bids for binding such statutes in the manner required by this act, and let the contract therefor to the lowest responsible bidder, which contract shall be subject to the approval of the Governor: *Provided*, they shall not contract to pay more than seventy cents per volume for folding, stitching, binding and delivering the same to the Secretary of State."

The final adjournment of the last General Assembly took place March 31, 1874, three months prior to the taking effect of the law. A meeting of the commissioners was held immediately after the adjournment of the session, at which the inconsistency of the law was discovered, and duly considered by the commissioners. After consultation with the Attorney General, and acting for what appeared to them to be for the best interests of the public, they decided to follow what seemed to be the true intent of the law, and caused the advertisement required by the law to be duly published in a daily newspaper printed and published in the cities of Springfield, Chicago and St. Louis, in the manner and form therein provided, soliciting proposals to do the binding of the statutes as required to be done by the act aforesaid.

CONTRACT FOR BINDING REVISED STATUTES.

On the 28th day of April, 1874, as stated in the advertisement for bids, the commissioners met, and after opening and duly considering each proposal, awarded the contract for said binding to Abraham E. Smith, of Rockford, Illinois, at 59 cents per volume, he being the lowest bidder therefor, being 11 cents less than the maximum price fixed by law.

PRINTING THE STATUTES.

Section 5 of the act providing for the publication of the statutes reads as follows:

"The printing shall be done by the contractor for the State printing. The text shall be in new long primer or small pica type, and the head notes in nonpareil or brevier type. The paper used shall be super-calendared book paper, of the weight of fifty pounds to the ream. The size of the pages in said volume shall be, as near as may be, the same as those of Gross' Statutes, volume one, third edition, and shall contain, on an average, at least as much printed matter per page as said Gross' Statutes: *Provided*, that the contractor for public printing shall receive no more or greater sum for furnishing the paper, doing the printing, and furnishing to the binder the entire edition of said volume than nine cents and one-sixth of a cent for each one hundred pages contained in said edition. And said volumes, when published, bound and delivered, shall not, in any event, cost to exceed one dollar and ninety cents per volume."

It will be seen that by this section the law specifies the paper to be used as "super-calendared book paper of the weight of *fifty pounds* to the ream." Before the work was commenced the contractors for State printing were directed to lay before the Board of Commissioners on

Printing a sample of the paper required to be used in the printing of the statutes. This was done by the contractors and the sample found in all respects to conform to the law, and was proven before the commissioners to be super-calendared book paper of the weight of fifty pounds to the ream. The commissioners did not feel satisfied that the paper was heavy enough for the use contemplated, and were satisfied that the members of the General Assembly made a grave mistake in thus peremptorily fixing the kind and weight of the paper to be used for this important work, and were sorely tempted to act upon their judgment and order the state printer to use paper of the same quality but of more weight to the ream. This of course would add something to the cost of the book, but would also greatly add to the substantial value of the statutes when printed. But the commissioners, guided by experience, decided they would follow the letter of the law, and let the responsibility for any fault which might be found in the quality of the paper used rest where it belongs—in the act passed by the members of the Twenty-eighth General Assembly on the subject.

CORRESPONDENCE WITH THE ATTORNEY GENERAL.

Soon after the adjournment of the Twenty-eighth General Assembly in March last, I found that there were a number of difficulties that beset me in the discharge of my duties as Secretary of State concerning the publication of the acts of the General Assembly as provided by the then existing laws upon the subject. In order that I might act as nearly in conformity with law as possible, I laid the matter before the Attorney General for his consideration and advice. The whole subject cannot be better explained than by giving the correspondence in full, which is as follows:

LETTER TO THE ATTORNEY GENERAL.

STATE OF ILLINOIS, SECRETARY'S OFFICE,
SPRINGFIELD, *April* 21, 1874.

HON. J. K. EDSALL, *Attorney General:*

DEAR SIR: Feeling the responsibility resting upon me as one of the executive officers of the State, and desiring to act in strict conformity with the laws, and also at the same time in all my official actions to do that which will result in the greatest good to the people of this commonwealth, I desire to lay before you for legal consideration several difficulties that meet me in the discharge of my duties regarding the publication of the regular edition of the acts of the Twenty-eighth General Assembly, required to be published by the act of 1865, providing for the public printing and binding, now in force and effect. I find that the letter of said act is in direct conflict with the letter and spirit of the act providing for the publication of the Revised Statutes, which will be in force July, 1874, the provisions of which I am expected to carry out before it takes effect. By reference to section 6 of the act of 1865, now in force, you will see that the law directs that at the close of each session of the General Assembly 8,000 copies of the public and general laws of the State shall be printed; and by section 12 of the same act the Secretary of State is directed to cause true and accurate copies of all laws, joint resolutions, etc., to be made and delivered to the State printers. This law, as is well known to you, is the only statute on the subject now in force, and will continue so until July 1, 1874, when the act to revise the laws in relation to State contracts will take effect. In the act of the Twenty-eighth General Assembly, in force July 1, 1874, to provide for the publication of the Revised Statutes of the State, section 11 reads as follows: "As soon as it can be ascertained with certainty what acts passed by this General Assembly are included in the Revised Statutes herein provided for, the Secretary of State shall have printed in pamphlet form 8,000 copies of the acts of this General Assembly, not included in the Revised Statutes, and none of those published shall be published therein; which edition shall be printed and distributed as nearly as may be as provided by law, and shall be in lieu of the publication of the laws of this General Assembly provided for by general law. The session laws of the Twenty-eighth General Assembly shall not be published except as herein provided." This, as will readily be seen, is in conflict with the present law regarding said publication, and is retroactive in it provisions, affecting, as it does very materially, sections 6 and 12 of the act of 1865.

There is but little doubt in my mind that the bill for the act to publish the Revised Statutes of t State was written with the intention and belief that it would pass the General Assembly with t emergency clause, and thus take effect from and after its passage. But this was not the result, a though the emergency clause was stricken out, still section 7 reads as if the law was now in for and the Commissioners of Public Printing have accepted the instruction made to them to adverti for bids for binding the statutes according to said section, believing that nothing but benefit to t people would result therefrom, though the act does not take effect until July 1, 1874.

But I particularly desire to call your attention to the following: I am daily in receipt of lette from county attorneys, county clerks, and other officers of the various counties, asking when they c

expect to receive the State edition of the laws of the Twenty-eighth General Assembly, and desiring especially to receive official copies of many important acts which, by the provisions of section 11 of the act to publish the Revised Statutes, will not appear in the State edition of the laws, if the retroactive directions of said act are complied with by me. Although section 4 of said act aforesaid provides that said edition of the Revised Statutes shall be published on or before July 15, 1874, yet I have very serious doubts if this provision of the law will or can be carried out in the time specified; indeed, I doubt very much if I will be furnished with enough copies to make the distribution provided in section 8 of said act before September 1, and I fear it may be much later. If the doubts and fears expressed should prove to be true, and I should decline to act in conformity with the provisions and directions of the present law, cho sing to be guided by the directions of a law not yet in force, the result will be that the people, the various courts and county officers, will be entirely deprived of all official knowledge of the existing laws of the State, in force on and after July 1, 1874, until months thereafter.

I am fully aware that the publication of the regular edition of the acts of the Twenty-eighth General Assembly, in addition to the Revised Statutes, will add to the expense of printing and binding; but whether I would be justified in neglecting my plain duty, as set forth in the laws now in force, is a question of grave doubt in my mind. There seems to be a just and proper demand from all parts of the State for an official copy of the laws of the State. Radical changes have been made, and sweeping repeals passed, to take effect on July 1; and if it is possible, this information should be placed before the people at the earliest day. There may be those who are not particularly interested in the laws of our State, who will say that a useless expense has been incurred by the publication of the regular edition of the laws of the State, when the Revised Statutes were to be published at an early day. Others will censure me very severely if I fail to strictly comply with the laws now in force, and furnish to the people as speedily as possible official copies of the statute laws of the State, for their information, and which they are bound to respect, obey, and enforce.

In view of all the facts and theories placed before you in this letter, and in addition thereto, of all the matters of which you have a personal knowledge, I would respectfully ask if, in your opinion, as the legal officer of the State, I would be justified, legally, or in consideration of public policy, in ignoring the provision of the law now in force, and accepting, in lieu thereof, the directions of the law, providing for the publication of the revised statutes of the State.

I am, sir, very respectfully yours,

GEO. H. HARLOW
Secretary of State.

THE ATTORNEY GENERAL'S REPLY.

STATE OF ILLINOIS, ATTORNEY GENERAL'S OFFICE,
SPRINGFIELD, *April* 21, 1874.

HON. GEO. H. HARLOW, *Secretary of State:*

SIR: Your communication of the 21st instant, asking my advice relative to your duty in the matter of causing to be printed the laws of the Twenty-eighth General Assembly, has been carefully considered, and I will state my conclusions thereon, together with the grounds upon which the same are based.

The sixth section of the act of February 16, 1865, directs that at the close of each session of the General Assembly 8,000 copies of the public or general laws shall be printed; and the twelfth section of the same act requires the Secretary of State to cause true and accurate copies of such laws to made out by the person or persons to whom the contract for copying such laws has been awarded, and delivered to the public printer as fast as he may need the same.—Gross Statutes, pp. 521-522.

The first section of the "act to provide for the publication of the Revised Statutes of the State," approved March 30, 1874, provides: "That immediately after the close of this session of the General Assembly, all the general Statutes of the State which will be in force on the first day of July next, shall be compiled and published in a volume to be entitled "The Revised Statutes of the State of Illinois, A. D. 1874."

The third section of the same act also provides that "H. B. Hurd, Acting Commissioner of Revision, shall compile, annotate and edit all the volume, superintend its publication, and prepare a full and complete index to the same. In such compilation he shall observe, as nearly as may be, the alphabetical order of the arrangement of the Revised Statutes of the State of Illinois of 1845."

The fourth, fifth and eleventh sections of the act are as follows:

"SEC. 4. An edition of 15,000 copies of said Revised Statutes shall be published and distributed and sold as hereinafter provided. Said edition shall be published on or before July 15, A. D. 1874.

"§ 5. The printing shall be done by the contractor for the State printing. The text shall be in long primer or small pica type, and the head notes in nonpareil or brevier type; the paper used shall be super-calendared book paper, of the weight of fifty pounds to the ream; the size of the pages in said volume shall be as near as may be the same as those of Gross' Statutes, volume one, third edition, and shall contain on an average at least as much printed matter per page as said Gross' Statutes: *Provided*, that the contractor for public printing shall receive no more or greater sum for furnishing the paper, doing the printing, and furnishing the binder the entire edition of said volume than nine cents and one-sixth of a cent for each one hundred pages contained in said edition; and said volumes when published, bound and delivered, shall not, in any event, cost to exceed one dollar and ninety cents per volume.

"§ 11. As soon as it can be ascertained with certainty what acts passed by this General Assembly are included in the Revised Statutes herein provided for, the Secretary of State shall have printed, in pamphlet form, eight thousand copies of all the acts of this General Assembly, not included in the Revised Statutes, and none of those published in said Revised Statutes shall be published therein; which edition shall be printed and distributed as nearly as may be, as provided for by general law. The session laws of the 28th General Assembly shall not be published except as herein provided."

The only difficulty in the determination of the duty of the Secretary of State arises from the fact that the act of March 30, 1874, relative to the publication of the new Revised Statutes, will not be in force until the first day of July next, while the act of 1865, before cited, will remain in full force until that date.

There is an apparent, if not real, conflict between the two acts. If you should attempt to publish the usual edition of the session laws, and should not have it completed by the first day of July, you would be compelled to stop in *medias res*, as the law then in force would absolutely prohibit its publication. And, if the publication of the same was completed before that time, while it would be a strict com-

pliance with the statute of 1865, now in force, it would, nevertheless, defeat the clearly expressed will of the Legislature as declared in the act of March 30, 1874.

If these two acts are susceptible of a construction which will preserve the substance and spirit of both, and at the same time work out harmoniously and secure the earliest practicable publication of the laws without unnecessary expense to the State, all will concede that construction should be adopted and that course pursued.

It appears from the journals of the Senate that on the 24th day of March last the contractors for public printing presented to the General Assembly the following proposition:

SPRINGFIELD, ILLINOIS, *March 24, 1874.*

"*To the Honorable Senate and House of Representatives of the Twenty-eighth General Assembly:*

"The undersigned, acting for and in behalf of the contractors to execute the public printing for the State of Illinois, hereby stipulate and agree that in lieu of the contract rates set forth in the award and contract with the State of Illinois, certified by the Secretary of State, dated September 7, 1872, they will furnish the paper, measuring 28x42 inches, super-calendered, and of the weight of fifty pounds to the ream, and compose, print and deliver to the Secretary of State, or as he may direct, in the city of Springfield, in a good and workmanlike manner, as may be provided by law, the sheets of the Revised Statutes of Illinois, at the rate of 9½ cents for each one hundred pages, said pages to be of the same size, and on an average to contain the same amount of printed matter as those of Gross' Statutes of 1869, volume 1, and that no additional charges shall be made on account of said paper, composition or press work, and that all claims for additional pay on account of such paper, composition or press work, under the contract hereinbefore referred to, are hereby waived and abandoned.

"It being understood that the said Revised Statutes, so far as they include the session laws of the Twenty-eighth General Assembly, are to supercede and take the place of the publication of said session laws, and that we are to publish under our contract only such of said session laws as are not included in said revision.

"ILLINOIS JOURNAL COMPANY.
"By D. L. PHILLIPS, President,
"*For Public Printers.*"

This communication was so presented while the bill was pending to provide for the publication of the Revised Statutes, and before its passage. Its provisions appear to have been incorporated in that act. The proposition of the public printers, taken in connection with the action of the General Assembly, amounts to an agreement between the public printers and the State as to the manner in which the laws of the Twenty-eighth General Assembly should be printed. We have no reason to suppose that the public printers are not ready and willing to carry out this mutual understanding in good faith, and print the laws of the Twenty eighth General Assembly accordingly.

When we recur to the provisions of the act of 1865, as to the publication of the usual edition of the session laws, we find nothing which necessarily requires the same to be printed in a mode or style different from that required by the act of March 30, 1874, for printing the Revised Statutes. It is undoubtedly true that the session laws have usually been printed in a less expensive and less durable manner than that proposed for the more permanent edition of the statutes. But if the public printers agree thus to print the same under their contract for the public printing, and in lieu of the unnecessary edition of the session laws, no other person has any just ground of complaint. Under the 12th section of the law of 1865, now in force, you can cause the contractor for copying the laws to make the required copy from the enrolled laws. Mr. Hurd, the acting commissioner of revision, can use this copy, and under the act of 1874, "compile, annotate and edit the volume, superintend its publication, and prepare a full and complete index to the same." The public printers can print the same in accordance with their agreement in that behalf and the act of 1874, and thus substantially comply with the act of 1865 requiring the laws of each General Assembly to be printed at the close thereof. I do not perceive the necessity for any unusual delay in such publication. The "acting commissioner of revision" will undoubtedly proceed with all necessary dispatch to "compile, anotate and edit the volume, superintend its publication," and prepare the required index thereto. If the public printers were required to print at the same time two editions of the public laws—one in the usual style of the session laws, and the other in the style required for the Revised Statutes, it is reasonable to suppose that the work upon one would materially obstruct and delay work upon the other, and thus, instead of securing an early publication of the laws, would most effectually defeat this object.

The fact that the act of 1865 requires the publication of an edition of 8,000 copies of the public laws, while the act of 1874 provides for 15,000, need not cause any embarrassment. The publication of 15,000 will certainly be a full compliance with the act of 1865 in that regard, and the public printers will incur no hazard in the printing of the extra 7,000 copies, for if they have them ready on the first day of July, they can deliver them under the act of 1874 and be paid therefor accordingly. While the act of 1865 does not, in terms, require the session laws to be printed in the style contemplated by the act of 1874 for the Revised Statutes, it does not prohibit their being so printed. Printing them in this manner will, therefore, violate no law now in force; on the contrary, it will constitute a reasonable compliance with such law. There exists no necessity why you should ignore the provisions of the law now in force in order that the publication of the laws may be immediately proceeded with in such manner as is consistent with the act of 1874 making provision for the publication of the Revised Statutes. The present law may be so executed as to form the foundation for the completion of the publication and distribution of the Statutes under the law of 1874. The manner in which this may be accomplished has been sufficiently indicated.

I have the honor to be, very respectfully, yours,
JAMES K. EDSALL, *Attorney General.*

The Attorney General having thus decided that the proper construction of the laws of the State did not require me to publish the acts of the General Assembly in a separate volume, I suspended all further action in the matter, and took as my guide the act in force July 1, 1874.

The labor of revising, editing, printing and binding the Revised Statutes was found to be a work of much greater magnitude than the General Assembly conceived, and my own fears as to the delay in getting the books into my possession for distribution to the public were

fully realized. Although the work in each stage of progress—editing, indexing, printing and binding—was pushed forward as rapidly as possible, I was not in receipt of a single volume of the Statutes until October 1, 1874.

DISTRIBUTION OF REVISED STATUTES.

My official duties as Secretary of State, in the publication of the Revised Statutes, did not commence until the volumes were ready for distribution, as provided by law. On the 1st day of October last, I was notified by Abraham E. Smith, of Rockford, contractor for binding the same, that he was ready to deliver a limited number of the bound Statutes, and for the first two or three weeks after that date he could deliver at the rate of one hundred copies per day, and thereafter, at the rate of one hundred and fifty copies per day. By this time the demand for the books had become very urgent from all parts of the State. I found, should I wait until enough were bound to justify him shipping them to Springfield, here to be unpacked and repacked for distribution, much valuable time would be lost, and weeks would elapse before even the courts would be supplied. I determined to economize in time as much as possible. With this object in view, I at once proceeded to Rockford, accompanied by my shipping clerk, Mr. A. J. Ludlam, and made satisfactory arrangements for shipping the volumes direct from the bindery to their destination, as fast as they were bound, thereby saving much valuable time, and with no additional expense to the State for distribution.

Owing to my urgent demand upon the contractor for copies of the Statutes—time being more precious than style—the workmanship on the first few hundred volumes was not up to the standard desired, but since that time I am gratified to say that the work has been much better, and it is expected the remainder of the books will be up to the standard and fully as good as could be desired.

The following is a statement of the distribution made up to the 15th day of December, 1874, the date of this report:

To each of the State officers one copy, as follows: Governor, Lieutenant-Governor, Secretary of State, Auditor of Public Accounts, Treasurer, Superintendent of Public Instruction, Attorney-General, State Geologist—total, eight copies.

To each of the Judges of the courts of this State, one copy; Supreme court, seven copies; United States, circuit and district court, three copies; superior court of Cook county, three copies, circuit court, thirty-one copies; Alton city court, one copy; court of common pleas, Aurora and Elgin, one copy; recorder's court, El Paso, one copy; county courts, one hundred and two copies—total, one hundred and forty-nine copies.

To each of the clerks of the courts of this State, as follows: supreme court, three copies; criminal court, one copy; superior court, one copy; common pleas, two copies; recorder's court, one copy; circuit courts, one hundred and two copies; county courts, one hundred and two copies—total, two hundred and twelve copies.

To each State's Attorney in this State, one copy—one hundred and two copies; to the Attorney-General of the United States, one copy—total, one hundred and three copies.

To each Board of State Commissioners, one copy, as follows: The Board of new State House Commissioners, one copy; State Board

of Public Charities, one copy; Board of Railroad and Warehouse Commissioners, one copy; Board of Canal Commissioners, three copies; Commissioners to revise the Statutes, one copy to each, eight copies—total, fourteen copies.

To the State and Charitable Institutions, namely: Penitentiary, Reform School, Soldiers' Orphans' Home, Asylum for the Education, of the Blind, Asylum for the Education of Feeble-Minded Children, Asylum for the Insane, at Jacksonville, Southern Insane Asylum, Northern Insane Asylum, Normal University at Normal, Southern Normal Industrial University, Chicago Eye and Ear Infirmary, one copy each—total, thirteen copies.

To the State and territorial libraries in the United States, one copy—total, fifty copies.

To the supreme court libraries in this State, five copies each—fifteen copies.

To the United States general land office, one copy.

To each college and library in this State, one copy—total, one hundred and twenty-six copies.

To each of the justices of the peace and police magistrate in this State, one copy—total, three thousand five hundred and thirty-six copies.

Delivered to county clerks for sale, five thousand copies; grand total number of copies distributed, nine thousand two hundred and twenty-seven.

RECAPITULATION.

To whom distributed:	*No. of copies.*
State officers	8
Judges of courts	149
Clerks of courts	212
State's Attorneys	102
United States Attorney-General	1
Boards of State Commissioners	14
Penal and charitable institutions 2	13
State and territorial libraries	50
Supreme court libraries	15
Colleges and public libraries	126
General land office	1
Justices of the peace and police magistrates	3,536
Delivered to county clerks for sale	5,000
Total	9,227

The distribution being still incomplete at this date, I am unable to report upon the expense attending the same, further than to say that the cost properly chargeable to the State has been paid, so far as progressed, from the funds appropriated by the General Assembly for that purpose.

There has up to this date been expended in the publication of the Revised Statutes, the sum of $23,436 80, leaving of the appropriation an unexpended balance of $6,563 20 to meet additional expense.

The attention of your Excellency is called to the fact, that under the operation of the law providing for the sale of several thousand copies of the edition, a portion of the above outlay will be refunded to the State. The law authorized the sale of these copies to be made only by the clerks of the several counties, by whom return is made to the Auditor. As is well known by your Excellency, I am not authorized to make sale, though having frequent application, and have no part of the funds arising therefrom in my hands.

PUBLIC PRINTING.

The contract for State printing which terminated on the 2d day of November last, was awarded in 1872, by the former Commissioners of Public Printing, to Messrs. E. L. Merritt and W. H. Bailhache. The State work was done under this contract, and the contractors paid, from time to time (as the law directs) as the work progressed, until the second session of the 28th General Assembly, in January 1874, when the contract and the performance of the same was thoroughly inquired into by a committee of said General Assembly, (the results and conclusions of which were reported to that body, and made a part of the journal of its proceedings) and upon the recommendations of said committee a new law was enacted upon the subject of State printing and other State contracts.

In relation to the settlement of the accounts of the State printers, the Commissioners of State printing were directed by a resolution of the General Assembly to advise with the Attorney-General as to the construction and true intent of the law of 1872 on State printing, for the future action of said commissioners under the contract then in force.

As directed by said resolution, the advice and opinion of the Attorney-General was solicited, and is fully set forth in the following correspondence:

LETTER OF COMMISSIONERS OF PUBLIC PRINTING TO ATTORNEY-GENERAL.

STATE OF ILLINOIS, SECRETARY'S OFFICE,
SPRINGFIELD, *March* 31, 1874.

HON. J. K. EDSALL, *Attorney-General of the State of Illinois:*

DEAR SIR—Agreeably to a series of resolutions adopted by the House of Representatives, on the 27th instant, we have the honor to transmit herewith the reports and resolutions of the committee on printing, also the printed testimony submitted therewith. We desire your careful perusal of the same and would particularly request your consideration of the question, whether by reason of the alleged frauds in obtaining the contract for printing, and the evidence bearing thereon, the State would be justified in avoiding such contract, if such contract is voidable at the election of the State. But if in your opinion the interests of the State will be better served by not avoiding the same, then we would respectfully call your attention to the items in said report, purporting to be an over charge, and charging beyond the maximum rates allowed by law in the accounts rendered by the contractors for public printing, and ask your advice thereon.

We are, sir, very respectfully yours,

GEO. H. HARLOW, *Sec'y of State,*
C. E. LIPPINCOTT, *Auditor,*
ED. RUTZ, *Treasurer,*
Commissioners of Public Printing.

LETTER OF THE ATTORNEY-GENERAL TO THE COMMISSIONERS OF PUBLIC PRINTING.

STATE OF ILLINOIS, ATTORNEY-GENERAL'S OFFICE,
SPRINGFIELD, *April* 15, 1874.

GENTLEMEN—Your communication of the 31st ult., was duly received, with the stated enclosures of documents, whereby in pursuance of the resolution adopted by the House of Representatives on the 27th of March last, you request my opinion on the following questions:

1. Whether by reason of the alleged fraud in obtaining the contract for public printing, the State would be justified in avoiding the same.
2. If such contract is voidable at the election of the State, then to determine whether, in my opinion, the interests of the State would be better served by not avoiding the same.
3. And should the latter conclusion be reached, you then direct my attention to the items in the report of the printing committee purporting to be overcharges of the contracts for public printing above the maximum rates prescribed by law, and request my advice thereon.

The facts found by the committee on public printing, upon which the question of fraud in procuring the contract is predicated, are briefly as follows:

There were ten persons, besides those to whom the contract was awarded, who proposed to bid for each class of the public printing at various rates less than the maximum prescribed in the law, who, with one exception, respectively gave the requisite bond, approved by the Governor, to comply with the contract in case it was awarded to them. The assignors of the present contractors made out and filed a bid for at least the maximum rates, and, to prevent competition, paid each of the other proposed bidders sums varying from $300 to $1,500, amounting in the aggregate to $10,500, to induce them not to put in the bids they had severally made out. By this means competition was avoided and but one bid was filed; upon which the Commissioners awarded the contract at the highest rates named in the law.

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The Constitution, (Art. IV., Sec. 25), as well as the statutes of the State, required the public printing to be "let by contract to the lowest responsible bidder." That a combination of the character above indicated is so clearly in conflict with the policy of the law, and so contaminated with fraud, that the successful bidders acquired thereby no right to the contract, is too plain a proposition to admit of argument.

[1. Story, Equity Jurisprudence, § 293; Smith *vs.* Greenlee, 2. Devereaux, 126; Gardiner *vs.* Morse, 25 Me., 140; Wooten *vs.* Hinkle, 20 Mo., 200.]

Had the Commissioners of Public Printing then been informed of these facts, it is not probable they would have awarded the contract to bidders who had resorted to such means to prevent competition. As soon as the facts were discovered, the State had the right to elect whether it would treat the award of the contract as void, or ratify the same and hold the contractors bound thereby. If, after the discovery of the means used to prevent competition, the State, through its legislative and executive departments, treated the contract as having a valid existence, and ordered public printing to be done thereunder, this, in my judgment, would constitute a waiver of the right on part of the State, to declare the contract void, and would be construed in law as a ratification thereof.

The bidding took place August 26, 1872, and the contract was awarded the 7th of September following, for the period of two years, from November 4, 1872. Since that date, the parties to whom the contract was awarded, or their assignees, have been recognized as the public printers, and have received and executed the orders for public printing issued from both branches of the General Assembly, and from the Executive Departments. The contract will expire by its own limitation in a few months, when a new letting will take place under the law. It is doubtful, at least, whether the right has not been waived by the State to declare the contract void. The new Revision of Statutes is required to be published by the first of July next, when the same will take effect.

In view of all the circumstances, I think it is not advisable to attempt to declare the contract void at this late day.

Upon the matter of charges above the maximum rates prescribed in the law, two questions arise, viz:

1. The number of pages constituting an "impression" for press-work; and,
2. What is the maximum rate, if any, prescribed for press-work for the fifth class of printing?

These questions will be considered in their order. The second section of the "Act to provide for and regulate the public printing," approved April 9, 1872, (laws of 1872, p. 613,) divides such printing into five classes, and defines each class.

The third section of the act contains this provision:

"The Commissioners of Printing shall, between the 3d day of July and the 1st day of August next, after the passage of this act, and biennially thereafter, within the same period, cause to be published in at least one daily newspaper printed in each of the cities of Springfield, Chicago, Peoria, Rock Island, Cairo and Quincy, an advertisement, which advertisement shall continue two weeks from the date of its first publication, giving notice that sealed proposals will be received at the office of the Secretary of State for the execution of the several classes of public printing, in separate contracts, for the term of two years, from and after the first Monday of November next ensuing. Said proposals to be filed in the office of the Secretary of State on or before the fourth Monday of August next, after said public notice, which proposals shall distinctly and specifically state the price per 1,000 ems for the composition of all matter embraced in the proposals for any or all of such classes of printing; the price per 100 impressions for all press-work embraced in the first, second, third and fourth classes, and the price per 25 impressions for the press-work contained in the fifth class, at which the bidder will do the work embraced in the class or classes of the printing covered by his proposals."

The fifth section of the act provides that "The maximum rates of printing done under this act shall be as follows: Plain composition, 60 cents per 1,000 ems, figure work, 90 cents, rule and figure work, $1 20, press work, 25 cents per 100 impressions: *Provided*, that no job shall be counted at less than 200."

The number of pages which shall constitute an "impression" is not defined in this act. The fifth section of the act of March 9, 1867, relative to public printing, fixed the maximum rates therefor as follows: "The maximum price of public printing shall be as follows, to-wit: For plain work, 70 cents per 1,000 ems; for figure or rule work $1 05 per 1,000 ems: for figure and rule work, $1 40 cents per 1,000 ems; for composition, and 70 cents per token of sixteen pages for press work; for blanks of any description, $1 50 for the first quire, and for each additional quire of the same kind, ordered at the same time, $1 per quire, excepting when said blanks are larger than a sheet of flat cap paper, or contain so much composition as to require additional compensation, then the public printer shall be allowed to charge a reasonable advance upon the prices above specified for printing blanks, which said advanced charges shall be passed upon by the officers authorized to settle the printer's account, as hereinbefore provided." [Gross' Statutes 1869, p. 521, § 5.

It will be observed that the word "impression" is not here used, except as to the printing of blanks, the maximum price there fixed "is 70 cents per token of sixteen pages." The important words used appear to be technical terms of art peculiar to the vocation of printers. In Webster's Unabridged Dictionary we find the word "token," as used in printing, defined thus: "In printing, ten quires of paper; an extra quire is usually added to every other token when counted out for the press."

In the illustrated addition of 1869 of Webster's Dictionary, we find the definition of the same word, as used by printers, modified thus: "Ten quires of paper. A white token is 250 sheets of paper printed on both sides, or about 10½ quires of 24 sheets."

In the "Printers' Price List," which purports to be a manual for the use of clerks and bookkeepers in job printing offices, by Theo. L. DeVinne, and published in New York by Francis Hart & Co., in 1871, it is thus stated: "All kinds of book and pamphlet press work are computed by tokens instead of thousands. Prices are consequently made by tokens only. The token, as here used, is 250 impressions, or any fraction thereof."

As variously defined by Webster, a token would consist of 240 or 250 sheets of paper printed on both sides, which is equal to twice that number of impressions.

According to DeVinne it consists of 250 sheets of paper printed on one side, or 125 sheets of paper printed on both sides—in other words, 250 "impressions."

If the word "token" is regarded as representing a certain number of sheets of paper printed on both sides, than "a token of sixteen pages" must refer to such number of sheets having eight pages on each side, or on each impression.

On the contrary, if the same designates a certain number of impressions, than the words "per token of 16 pages" refer to such number of impressions of 16 pages each. The definition of the term as given in dictionaries and books pertaining to the art of printing are conflicting, and shed a very uncertain light on the question.

The testimony taken before the committee on printing (page 6,) seems to show that the term "token," as used by printers and publishers, has various meanings attached to it in different parts of the United States. Here it is said to represent 240 impressions, in New York 250 impressions, in New England 480 impressions, and in some of the large houses in Boston 600 impressions. It seems to be conceded, however, by all parties, that the word "token," as used in the fifth section of the act of 1867, was intended to mean either 240 or 250 impressions, so that the clause "and 70 cents per token of sixteen pages" should be read or understood as if written "and 70 cents per 240 (or 250) impressions of sixteen pages each."

Under this construction the law of 1867 designated sixteen as the number of pages which should constitute an "impression," or "form," from which the impression is taken, although neither of these words are used in the statute.

If, as seems to be the case from the unanimous concurrence of the committee on printing, and the uniform understanding of all parties in interest, the law of 1867 is to be understood as establishing sixteen pages as the size for the "form," or "impression," upon which press work is to be computed in book and phamplet printing done under that law, the same furnishes an important guide to ascertain the proper construction of the act of 1872.

It is the established rule that, in the construction of a doubtful statute, and for the purpose of arriving at the legislative intent, all acts on the same subject matter are to be taken together and examined, in order to arrive at the true result. [Sedgwick on Statutory and Constitutional Law, 247.) The rule, that statutes in *pari materia* are to be consulted for the construction of each other, obtains, although the statutes to which such reference is made may have expired, or been repealed. Ibid, 250.

The prior acts are consulted, not necessarily as laws still in force, but as aids to discover the intent of the Legislature, when, in subsequent statutes, language is used of uncertain import.

That part of the 5th section of the act of 1867, which fixes the maximum rates for press-work, is in conflict with the corresponding provisions of the 5th section of the act of 1872, and was repealed thereby.

But the words "sixteen pages," in the clause of Section 5 of the act of 1867, in these words: "and 70 cents per token of sixteen pages for press-work," if construed as defining the number of pages in an impression, are not necessarily in conflict with the clause of Section 5 in the act of 1872, fixing the maximum rates of press-work at 25 cents per hundred impressions." Yet it would appear like cutting up Section 5 of the act of 1867 into exceeding fine particles, to regard the residue of that part of the section repealed, and these three words, "of sixteen pages," as still in force.

However this may be, I am clearly of opinion that if these words, as used in the act of 1867, were intended as defining the number of pages in an "impression" at sixteen, the same may be consulted to solve any doubt as to the meaning of the word "impression," when applied to the same classes of printing, in the act of 1872.

It is, I think a proper application of the rule that statutes in *pari materia* are to be consulted to ascertain the proper construction of a later statute, the meaning of which is doubtful, although the prior act may have been repealed.

It appears from the testimony taken by the committee, that from 1852 up to the time of the passage of the act of 1867, it had been the custom for the Public Printers to charge for press work done for the State at the rate of eight pages to the form, or impression,—and the contracts seem to have been made on that basis. But the act of 1867 introduced a new rule, and, for the first time (as all parties appear to have understood the act), gave a statutory definition of the number of pages which should constitute an impression, viz: sixteen. The committee on public printing all concur in the proposition that, in book and pamphlet work like that done for the State, sixteen pages is generally recognized as a form, or impression, in printing and publishing houses, when it is not otherwise provided in contracts for doing such work.

It is not within my province to determine, or express an opinion upon, a question of fact of this character, which depends for its solution upon the testimony of experts. But assuming the facts to be as found by the committee on printing, and regarding the act of 1867, while in force, as defining an impression to be sixteen pages, and construing that act as in *pari materia* with the act of 1872, my conclusion is, that in the estimation of press-work, in book and pamphlet printing, under the act of 1872, sixteen pages should be considered as an "impression."

It is a fact worthy of attention, that the law required the letting of public printing to be advertised in many of the principal cities in the State. Such construction should be placed upon the word "impression" as printers and publishers in the State would generally place thereon. A particular local custom, even at the capital, should not prevail over the general understanding of printers in the State; otherwise, the various bidders would not stand upon an equality. [Sedgwick on Constitutional and Statutory Law, 257; Evan Myers, 25 Penn. State R., 114.]

If, however, it is true, that in book and pamplet press-work, eight pages is regarded as the size of a form, or impression, by the printers generally in the State, when the contract is silent or no other number specified, then I think the same rule should be applied in the estimation of work done under the acts of 1872, notwithstanding the provisions of the act of 1867.

If such were the case, there would be no room for the application of the rule that where the construction is doubtful all statutes in *pari materia* should be construed together, for the construction of the word "impression," on that hypothesis, would not be doubtful.

This, however, is not a question of law, but of fact, to be determined upon the testimony of experts. The commission of public printing are better able to ascertain this fact than myself.

You have the benefit of the unanimous opinion of the committee on public printing, which seems to have been arrived at as the result of their investigation. You have also the voluminous testimony taken by that committee. If further investigation is desired, you have the power to make it. But unless you are satisfied that eight pages, instead of sixteen, is, in the practice of printers generally throughout the State, estimated as a form, or impression, for book and pamphlet press-work, the rule recognized in the act of 1867 should be considered as explanatory of the indefinite language of the act of 1872, to this extent: that an "impression" is to be composed of sixteen pages for book and pamphlet press-work.

The question of law remains to be considered, whether the act of 1872 prescribed any maximum rate for press work in the fifth class of printing.

It cannot be questioned that if any maximum is fixed for the press work in that class of printing, it is "twenty-five cents per hundred impressions," for no other maximum is named in the act for any class of press work. A serious difficulty in the construction of this part of the act arises from the fact that the various kinds of printing are divided into five classes; that parties filing bids or proposals for the work are required to file separate proposals for each class, in which they are required to specify "the price per hundred impressions for all press work embraced in the first, second, third and fourth classes, and the price per twenty-five impressions for the press work contained in the fifth

class, at which the bidder will do the work contained in the class or classes covered by his proposals' [Laws of 1872, page 614, Sec. 3.

The clause of the fifth section fixing the maximum rates for press work quoted above, does not separately name any maximum for the press work of the fifth class, at any specified rate per twenty-five impressions, as the proposals for that class are required to be made. If the maximum is fixed at all for this class of press work, it must be included in the clause which specifies press work "twenty-five cents per hundred impressions." It must be conceded that these words are more strictly applicable to the classes of press work which is required to be specified in the proposals as so much per hundred impressions; and not unnaturally, officers charged with their practical enforcement may have construed them as solely applicable to the first four classes of printing. The words are susceptible, however, of a broader interpretation. It should be observed that the constitution is mandatory that "the General Assembly shall fix a maximum price" for the public printing to be let by contract to the lowest responsible bidder. [Art. 4, Sec. 25.

The law of 1872 purports to regulate the entire subject of public printing, and in obedience to the constitution to fix a maximum price therefor. If we give the fifth section of the act the broader construction, then the General Assembly performed their entire duty in this particular.

If the narrower construction prevails, then it must be held that, without any apparent reason therefor, the General Assembly neglected to perform this part of their plain duty.

At the conclusion of the section it is "provided that no job shall be counted at less than two hundred." In the practical application of the law, no case could arise where it would be necessary to estimate press work at less than two hundred impressions. This being the case, it may have been deemed as convenient as any other mode to fix the maximum for all classes at a specified rate per hundred.

I am, therefore, of the opinion that the section in question should be construed as fixing the maximum rate for the press work of each of the five classes of printing at twenty-five cents per hundred impressions.

It is not improper to add that the vagueness and uncertainty of the language of the statute in the particulars herein discussed, is such as to be greatly embarrassing to the officers charged with its practical construction and enforcement.

In cases of this character, honest differences of opinion as to the true meaning of the law are almost inevitable. I have experienced no small amount of difficulty in satisfying my own mind upon some of the questions presented, and the conclusions to which I have arrived are the result of the best consideration I have been able to give the subject.

I have the honor to be, very respectfully,

JAS. K. EDSALL,
Attorney General.

TO HON. GEO. H. HARLOW, Secretary of State.
HON. C. E. LIPPINCOTT, Auditor Public Accounts.
HON. EDWARD RUTZ, Treasurer.
Commissioners of Public Printing.

On the first day of July, 1874, the new law on State contracts took effect. By its provisions the old board of printing commissioners was abolished, and in its stead the law directed the organization of a board to be known as the Commissioners of State Contracts, which board, by provision of the law, not only took the place of the Commissioners of Printing, but had imposed upon them additional responsibilities and duties, said board to consist of the following State officers, to-wit: Attorney General, Secretary of State, State Treasurer and Auditor of Public Accounts.

In pursuance of said law, the officers above designated did, on the first Monday in July, A. D. 1874, organize as said board of State contracts by the election of a chairman and secretary for the board, and since that date have had frequent sessions for the transaction of business; complete records of which proceedings have been kept at each session of the board.

The contract for State printing aforesaid for the past two years, as provided by law, expired on the 2d day of November, 1874, and in the performance of my duties as Secretary of State, a final settlement of said contract was asked for in order that I might be able to comply with the law and report to your Excellency the total cost to the State for printing under said contract for the past two years.

A meeting of the Commissioners of State Contracts was called for the purpose of examining the accounts and bills of the contractors for State printing, and not being fully advised or satisfied as to their duties and authority under the law and contract aforesaid in making the final settlement asked for, determined to further advise with the Attorney General on the subject, and the following correspondence was had in relation thereto:

LETTER OF THE COMMISSIONERS OF STATE CONTRACTS TO THE ATTORNEY GENERAL.

STATE OF ILLINOIS, SECRETARY'S OFFICE,
SPRINGFIELD, *Nov.* 17, 1874.

Hon. JAS. K. EDSALL, *Attorney General:*

DEAR SIR: The contract for the printing for the State during the past two years expired by limitation on the first Monday of the present month; the contractors have rendered their accounts and asked for a final settlement of the same by the Commissioners of State Contracts. In a few days the Board of Commissioners will be called together for the transaction of business, and this matter will be brought before them for their consideration. But before this is done they desire to ask your further advice and opinion on matters in this connection, and, that the subject may be brought fresh to your mind, it is hoped that it will not be considered supererogation in reviewing the action of the State officers upon whom is imposed the duty of passing upon the bills of the State contractors and adjusting the same. As is well known to you, the award of the contract for the State printing done during the two years just closed, was made to Messrs. Bailhache and Merritt, September 7, 1872, by the then commissioners of State printing, viz.: Hon. Edward Rummel, then Secretary of State Hon. C. E. Lippincott, then and now Auditor of Public Accounts, and Hon. E. N. Bates, then State Treasurer, and said award and bond for the contract, approved by Hon. John M. Palmer, then Governor of the State.

When the present State officers assumed their duties on the 13th of January, 1873, the work by the State printers under the award had been in progress for more than two months, a large amount of work had been done by the contractors upon the orders of the State department and the General Assembly, and no question of the validity or construction of the award was raised until more than a year afterwards.

A committee of the General Assembly was appointed to inquire into the cost of printing, etc., and to frame a new law, with whose labors and report you are familiar. It was shown before this committee that but one bid was made for the printing, and that at the maximum rates allowed by the law. It was also shown before the committee that the commissioners who made the award were in doubt as to their duty in the premises, and before making the award consulted with Hon. Washington Bushnell, then the Attorney General of the State, and also with other distinguished legal gentlemen of the State, and upon the advice of all these gentlemen, as was shown before the committee, the commissioners became satisfied that there was no help but to award the contract upon the one bid that was technically and formally made, which was done.

In the month of December last, in order that the present Secretary of State might be able to make his report to the Governor of the annual cost of State printing, the contractors were instructed to furnish an itemized account of the work done by them up to December 1, 1873. Up to this date, and not until the January following, was any question raised by any one as to the legality of the award or the correctness of the legal opinions of Attorney General Bushnell on the subject, and the accounts of the public printers, above referred to, were examined, item by item, by the printer expert as provided by law, and certified by him as correct, and then laid before the board of commissioners for their approval. Upon examination by the board it was found that the prices charged for the items in the several classes of work, as designated by the law were in conformity with the award made by the former Commissioners of Printing and with the original bid filed, and the copy thereof recorded by the former Secretary of State in his office. Thereupon, it appearing that the work having been done in compliance with law and the prices charged being in accordance with the award aforesaid, the present State officers and Commissioners of State Printing decided that they had no alternative but to obey the law and conform to the award, which had been officially declared by your predecessor as being strictly legal and binding upon the State, and the accounts of the contractors up to the dates mentioned were finally adjusted and allowed, so far as the bills rendered were concerned, errors and omissions excepted; but as the work was not completed, no final settlement of the contract was or could be made then; and also for the reason that in the accounts rendered for paper used for printing blanks, commissions, circulars, etc., the prices charged for paper were not satisfactory, and the bills for such paper were referred to the heads of the various departments for which the work was done to be examined, and if found satisfactory and correct, to be so certified.

In the month of January following the whole subject of printing was thoroughly investigated, and a different construction of the law and the effect of the award arrived at by the committee than that made by the former Commissioners of Printing upon the legal advice of the former Attorney General, and upon which the present commissioners acted in their adjustment of the contractors' accounts in December, 1873, as stated.

The whole subject, in the General Assembly, was finally referred to you, as the legal officer of the State, to advise and instruct the Commissioners as to their future action. Your advice was solicited by the present Commissioners, and your construction of the law proved to be different from that of the former Attorney General, and the advice as to our action in relation to the official award on file in the office of the Secretary of State, contrary to what the Commissioners supposed was their duty. Yet, still we most cheerfully comply with the wishes of the General Assembly as expressed by the resolution referred to, and will be guided by your opinion on the subject; but before the final settlement of the contract is made, your opinion and advice is further solicited upon the following questions, viz:

What would be the proper course for the Board of Commissioners to pursue, in order that justice and equity to the contractors and that the interests of the State may be fairly served, with the accounts rendered and adjusted in December last, as explained heretofore in this communication?

Would it be right, proper or equitable, or in conformity with the resolution of the General Assembly referring the subject to you, for the Commissioners to reopen the adjusted accounts rendered in December last, calculated and adjusted as they were, upon the basis of the award made and the construction of the former Attorney General, and make a new adjustment of the same in conformity with your decision as to the number of pages in a form, and the price of press-work in the fifth class of printing?

Or, in other words, was the resolution of the General Assembly intended, and does your advice to the Commissioners contemplate, the settlement of unadjusted accounts only upon your construction of the law and award? or are they to reopen all the accounts of the State printing contractors from the date of the first order, and compute the same upon the construction given by you?

The Commissioners desire to act in conformity with the law, and at the same time to do justice to all parties interested; not only to the people of the State collectively, but also to every individual citizen of the State. It would be a favor conferred if you would make an early response to the information sought.

We are, dear sir, very respectfully, yours,

GEORGE H. HARLOW,
Secretary of State.
C. E. LIPPINCOTT,
Auditor of Public Accounts.
EDWARD RUTZ,
State Treasurer.

LETTER FROM THE ATTORNEY GENERAL IN REPLY.

STATE OF ILLINOIS, ATTORNEY GENERAL'S OFFICE,
SPRINGFIELD, *November 20, 1874.*

GENTLEMEN—In your communication of the 17th instant, relative to the contract for public printing for the past two years, you propound the following questions:

"What would be the proper course for the Board of Commissioners to pursue in order that justice and equity to the contractors, and that the interests of the State may be fairly served, with the accounts rendered and adjusted in December last, as explained heretofore in this communication?"

"Would it be proper, right and equitable, or in conformity with the resolutions of the General Assembly referring the subject to you, for the Commissioners to reopen the adjusted accounts rendered in December last, calculated and adjusted as they were, upon the basis of the award made and the construction of the former Attorney General, and make a new adjustment of the same in conformity with your decision as to the number of pages in a form, and the price for press work of the fifth class of printing?"

"Or, in other words, was the resolution of the General Assembly intended, and does your advice to the Commissioners contemplate, the settlement of unadjusted accounts only upon your construction of the law and award, or are they to reopen all the accounts of the State printing contractors from the date of the first order, and compute the same upon the construction given by you?"

In respect to the proper construction of the law as to the number of pages constituting an impression, and the maximum rates which can lawfully be paid for press-work of printing of the 5th class, my views were fully expressed in the opinion furnished your Board on the 15th of April last. So far as any accounts of the late public printers remain unsettled or unpaid, I think that the same should be settled and paid upon the basis of the law as construed in that opinion.

As to any past transactions and accounts which the Commissioners of Public Printing have fully settled and paid under the construction given to the law by my predecessor, as stated in your letter, I do not regard it as within my province to advise the Commissioners to re-open such settlement upon the mere ground that my opinion of the proper construction of the law differs from his.

Very respectfully,

JAMES K. EDSALL.

To HON. GEO. H. HARLOW, *Sec'y of State;*
" HON. C. E. LIPPINCOTT, *Auditor;*
" ED. RUTZ, *State Treasurer.*

Guided by the law, the contract, and the advice of the Attorney-General, a settlement was made with the State printers and the contract finally closed. This settlement shows that the cost of the State printing for the two years ending November 2d, 1874, is $112,109 57.

Of this amount the contractors have received the sum of $101,983 26, leaving still unpaid the sum of $10,126 31—for which the contractors hold approved vouchers.

REGULAR BIENNIAL STATE CONTRACTS.

In accordance with the provisions of the "Act to revise the law in relation to State contracts," in force July 1st, 1874, the Board of Commissioners of State Contracts caused to be inserted in the various daily newspapers provided for by the act aforesaid, advertisements for proposals for State contracts provided to be let, and on the 12th day of September, 1874, the provisions of the law having been fully complied with, contracts were awarded as follows: (1), printing; (2), binding; (3), stationery; (4), book and other papers; (5), copying laws, etc.; (6), distribution of laws. The contracts are as follows:

PRINTING.

1st Class. The contract for the public printing in the first class was awarded to D. L. Phillips at the following prices: Composition per

1000 ems, plain, 15 cents; figure, 15 cents; rule and figure, 15 cents. Press work per 100 impressions, 25 cents.

2d Class. Awarded to D. L. Phillips, as follows: Composition per 1000 ems, plain, 26 cents; figure, 30 cents; rule and figure, 40 cents. Press-work per 100 impressions, 24 cents.

3d Class. Awarded to D. L. Phillips, as follows: Composition per 1000 ems, plain, 26 cents; figure, 30 cents; rule and figure, 40 cents. Press-work per 100 impressions, 24 cents.

4th Class. Awarded to Thomas S. Pinckard, as follows: Composition per 1000 ems, plain, 28 cents; figure, 50 cents; rule and figure, 65 cents. Press-work per 100 impressions, 12½ cents.

5th Class. Awarded to D. L. Phillips at the following rates: For each election register complete, 5 cents.

6th Class. Awarded to J. D. Roper at the following rates: Composition per 1000 ems, plain, 18 cents; figure, 30 cents; rule and figure, 56 cents. Press-work per 100 impressions, 5 cents.

PRINTING PAPER.

1st Class—Printing paper.—Awarded to the Cleveland Paper Company, of Cleveland, Ohio, at the following prices: Book paper, weighing 45 lbs. per ream, $4 69; 60 lbs. per ream, $7 96.

2d Class—Paper for blanks, covers, etc.—Awarded to George W. Chatterton, Jr., of Springfield, Illinois; the aggregate in this class amounting to about the sum of $5,000.

3d Class—Office stationery, paper, ink, pencils, envelopes, etc.—Awarded to George W. Chatterton, Jr., of Springfield, Illinois; the aggregate in this class amounting to about $9,000.

BINDING.

The contract for binding in the several different classes was awarded to Henry W. Rokker, of Springfield, Illinois, at the following rates: First class, per volume, 18 cents; second class, per volume, 29 cents; third class, per volume, 17 cents; fourth class per 100 pages, ¾ of a cent; fifth class, per 100 pages, 1 cent.

DISTRIBUTION OF THE LAWS, ETC.

The contract for the distribution of the laws, journals, etc., was awarded to E. C. Matheny, of Springfield, Illinois, at $350 per annum.

COPYING THE LAWS, JOURNALS, ETC.

The contract for copying the laws, journals, etc., of the 29th General Assembly, was awarded to Wm. P. Emery, of Springfield, Illinois, at the rate of $2\frac{4}{10}$ cents per 100 words.

FUEL.

On the 17th day of October, A. D. 1874, the contract for furnishing fuel to the State as provided by law, was awarded to J. C. Canfield and P. W. Harts, both of Springfield, Illinois, at the following rates: Shellbark hickory wood, per cord, $5 97; other kinds of wood, per cord, $4 99; bituminous coal, per ton, $2 49.

The delay in awarding the contract for fuel was occasioned by the throwing out of the bids presented at the date of the first awards, on

account of statutory pro[illegible]ions disqualifying the bidders, and necessitating advertising for proposals a second time. No bid for anthracite coal was presented. If any should be required, it will be purchased in the manner provided by law.

Bonds were required for the faithful performance of the several contracts by parties to whom awards were made, in the following sums, to-wit: Cleveland Paper Company, $10,000; George W. Chatterton, Jr., first, $4,000, second, $10,000—$14,000; D. L. Phillips, four bonds $10,000 each, $40,000; T. S. Pinckard, $10,000; J. D. Roper, $10,000; E. C. Matheny, $3,000; Wm. P. Emery, $5,000; H. W. Rokker, $10,000; which have been duly executed, and are now on file in this office.

The Commissioners are fully satisfied that the prices at which the contracts were let are very favorable to the State, and that they will be faithfully performed they have no doubt. Practical printers will see at a glance that the prices at which the State printing has been awarded are extremely low. The contractors for the 4th and 6th classes have since the award, with the approval of the Commissioners of State Contracts, made an assignment of their contracts to the Illinois State Journal Company. Notwithstanding the low prices at which the contracts have been let, the experience, facilities and business reputation of the Illinois State Journal Company are sufficient guarantees that the work done for the State will be fully up to the requirements of the law in every respect.

STATE BINDING.

The contract for the binding of the laws, journals, volumes of reports, etc., for the two years past ending November 2, 1874, was awarded by the former State officers in 1872 to Charles Edwards, and by him transferred and assigned to H. W. Rokker. The Commissioners of State Contracts have examined and adjusted the accounts of Mr. Rokker, and from this settlement I find that the total cost of the work under this contract amounts to the sum of $29,852 90. Mr. Rokker has been paid on his contract the sum of $26,960, leaving a balance still due him of $2,892 90, and for which he holds vouchers duly attested.

The quality of the binding in every respect has been fully up to the standard of the work heretofore done for the State and in accordance with law.

The present contract for State binding heretofore mentioned as having been awarded to Mr. Rokker is at prices favorable to the State and at rates much below, in the several classes, of those paid, under any contract heretofore made. Mr. Rokker's reputation as a binder is considered by the Commissioners a sufficient guarantee that the work in the future, as in the past, will be fully up to the requirements of the law.

PAPER AND STATIONERY.

In the absence of any law upon the subject, since the adoption of the Constitution of 1870, regulating the purchase of paper and stationery or the use of the different State officers and the General Assembly, urchases for each office or department have been made independent of he other, by the officer or department using such supplies. The purhases thus made being paid for out of special appropriations made for hat purpose, and over which I had only partial control, and as the de-

mands of my office required, I am therefore unable to make the report on the subject required by the law which took effect July 1, 1874. By this law the Commissioners of State Contracts are authorized and instructed to solicit bids for proposals to furnish all the paper, stationery, etc., required for the use of the General Assembly and officers of the State government above referred to, and directs the Secretary of State to report the amount used by each. In my next biennial report this provision of the law can and will be cheerfully complied with. Under its provisions (which practically was not in force until November 2, 1874), the Secretary of State is made the custodian of all paper and stationery, and required to keep accurate accounts with the General Assembly and each of the officers of the State government, of all paper and stationery used by them.

Under the contract for furnishing paper and stationery, heretofore mentioned in this report, the articles contracted for are being received and are duly inspected by myself as well as the Commissioners of State Contracts, in order that the terms of the contract may be properly enforced, and the interests of the State fully protected. With but few exceptions the articles delivered are fully as good as the samples upon which the contract was awarded. All inferior goods have been promptly rejected, and with the few exceptions noted, the articles delivered have been receipted for and paid.

BOOK PAPER.

Owing to the vast amount of work ordered to be done by the Twenty-eighth General Assembly requiring the use of book paper, a very large quantity of such paper has been used by the contractors for State printing during the past two years. The records of this office show that during the term of the two years' contract for State printing ending November 2, 1874, 3,800 reams of book paper has been furnished upon the order of the contractors for State printing. The amount used by them in the performance of their contract, deducting the three per cent. for wastage, as is provided by law, was 3,800 reams. The amount expended for paper and stationery for use of General Assembly and State officers, was $14,034 30, leaving a balance unexpended of $5,965 70 to be applied in further purchases.

THE NEW STATE HOUSE.

The new capitol of the State is fast approaching completion, and when finished will be one of the finest structures of the kind in the United States. It was anticipated that the building would be in readiness for occupancy this winter by the General Assembly and State officers, and with that view I had commenced the work of arranging and preparing the papers and records of the State for removal. But after consultation and due consideration among the officers, the idea of occupation this winter was abandoned for the reasons set forth in the correspondence between the new State House Commissioners and the State officers on the subject, which is given below:

COMMISSIONERS TO STATE OFFICERS.

OFFICE OF THE COMMISSIONERS OF THE NEW STATE HOUSE,
SPRINGFIELD, Oct. 21, 1874.

To the Governor, Secretary of State, Auditor and Treasurer:

GENTLEMEN: The work on the new State House has now so far progressed that we feel warranted in saying to you that the apartments intended for your several offices can be made ready for occupancy on or before January 1, 1875. Also the law library and supreme court room for the two houses of the General Assembly.

It will not be possible, however, to furnish all the store rooms intended eventually for the use of the Secretary of State and Auditor these rooms being now necessarily occupied as workshops, and cannot well be surrendered. Nor will it be possible, without incurring considerable additional expense, to furnish water for use in the closets and wash rooms. The tanks for the supply will be located in the upper dome, and cannot be put up until that is constructed.

We are not prepared to say that the rooms will be sufficiently dry to make it safe to occupy them. In fact, the heavy rains just prior to the completion of the roof of the east wing so thoroughly saturated the walls and work of the rooms intended for the Governor and Secretary of State, that it is highly probable that the health of the occupants would be endangered; but we leave it with you whether to remove to the new building or not.

We trust you will advise us as early as possible of your determination, as on that will depend in some measure the order in which we shall prosecute the work in future. If you conclude to occupy your several departments at the time designated, we will be obliged to concentrate our forces on that portion of the work, which we will do only in that event, as it will be more economical and advantageous to prosecute the work more generally, not crowding the workmen together.

It is not necessary for us to call your attention to the nature and condition of the surroundings, approaches, etc., as you are fully advised.

We have the honor to be, most respectfully, yours, etc.

JACOB BUNN,
JOHN T. STUART,
JAMES H. BEVERIDGE,
Commissioners.

LETTER IN BEHALF OF STATE OFFICERS IN REPLY.

STATE OF ILLINOIS,
EXECUTIVE DEPARTMENT, SECRETARY'S OFFICE,
SPRINGFIELD, *Nov.* 5, 1874.

HON. JACOB BUNN, HON. JAMES H. BEVERIDGE, HON. JOHN T. STUART, *Commissioners of the New State House:*

GENTLEMEN: For and in behalf of his excellency the Governor, and other officers of the executive department of State, I have the honor to acknowledge receipt of your official communication of the 21st ultimo, giving the information that the rooms in the new State House designed for the use of the State officers, and the rooms set apart for the temporary use of the General Assembly, would be ready for occupancy on January 1st, 1875; but also giving as the opinion of the members of the Board of State House Commissioners that it might not be prudent, and would not be economical, to occupy the building this winter.

Your communication was presented to the several State officers, and the subject matter fully discussed, and after taking into consideration the various obstacles presented by you, it was decided that the interests of the people of the State, and the convenience and comfort of the members of the General Assembly, would be better served by remaining in the old State House.

It is presumed that next spring or summer the condition of the various apartments in the new State House will be such as to justify their occupancy by the officers of the various departments.

With assurances of the highest respect for the members of the Board, I have the honor, gentlemen, to be

Your ob't serv't,
GEO. H. HARLOW,
Secretary of State.

The present State House, as is known to your Excellency, was years ago purchased of the State, to be used by this county as its court house, and the State has occupied it since. It is now desired, and expected by the county officers, that they be permitted to take possession of this building next spring; and there is no doubt that, with proper effort, all the State offices located in the old State House and other buildings in different parts of the city can be removed to the new State House by June 1, 1875. But in order to do this, with safety to the health of the occupants, and the proper preservation of the books, records, papers, stationery, etc., stored therein, the heaters designed for the use of the several offices should be placed therein this winter, and fuel supplied for heating them, in order that the walls may be thoroughly dried; else, the objections presented by the Commissioners, and the principal reasons assigned why the building should not be occupied this winter, will still remain.

The following letter from the Secretary of the Board of State House Commissioners will more clearly explain this matter:

OFFICE OF THE COM[illegible] SPRINGFIELD, *Dec.* 8, 1874.

COL. GEO. H. HARLOW, *Secretary of State:*

SIR: The offices in the main story of the new State House are all plastered, except the private office of the Attorney-General and the finishing coat of the office of the Secretary of State. If you desire to occupy them early next season, it is very important that they be kept thoroughly heated during this winter, to dry out the walls; but as we are limited by the constitution in our expenditures, we do not feel justified in expending the moneys appropriated to building, for that purpose. We will warm those parts occupied by our workmen. If you desire the other parts made fit for occupation, you will take such action as you may deem meet to secure that object.

Yours truly,

JAMES H. BEVERIDGE, *Secretary.*

The subject was deemed of such importance that I at once consulted with all the executive officers of State, all of whom advised me to furnish the necessary fuel and assistance that the exigencies of the case demanded. Thereupon, I wrote the Commissioners, in answer, as follows:

STATE OF ILLINOIS, SECRETARY'S OFFICE,
Springfield, Dec. 10. 1874.

HON. JAMES H. BEVERIDGE, *Secretary of New State House Commission:*

DEAR SIR: I have the honor to acknowledge receipt of your communication of the 8th instant, relating to the occupancy of the new State House, and in reply have to say: After consultation with the officers of the executive department of State, and after the subject matter of your letter had been duly considered, it was decided, for many reasons, that the offices of the various departments, and the archives of the State, ought, at the earliest day practicable, be removed to the new State House; and in order that there might be no delay, I was advised to take the necessary steps, and co-operate with the Board of Commissioners, in order that the offices and rooms required might be put in readiness for that purpose.

I am, sir, very respectfully, yours,

GEO H. HARLOW,
Secretary of State.

OCCUPANCY OF THE NEW BUILDING.

The people of the State, through the General Assembly, having, by the erection of the new capitol building, provided new quarters for the various State officers, the supreme court, the agricultural, geological and legislative departments of the State, it will be readily perceived that an additional expense will be incurred by the State in providing for the care and custody of the new State House, and the largely increased expense in the heating and lighting of the same. The new building soon to be occupied by the State officers is an immense structure, magnificent in all its details, and always will be a pride to every citizen of Illinois. The law of the State makes the Secretary of State the custodian of this building, and responsible for the books, papers, property, etc., therein. The duties thus imposed are onerous, and the responsibility very great. I have no desire to shrink from the performance of the duties thus imposed upon me, and I will cheerfully assume the additional responsibility, and to the best of my ability will perform my duty; but I would respectfully suggest to your Excellency, and through you to the members of the 29th General Assembly, that, in order that the Secretary of State may be able to do his duty, they must bear their share of the responsibility, and make such appropriations this session as will be required for the purpose of enabling the Secretary of State to do his duty. Your Excellency is well aware that if the appropriations suggested are not made by this General Assembly, two years will elapse before there can be further action on the subject; and I trust that, as it is now known that the State will be obliged to occupy the building next summer, the General Assembly will appreciate the situation, and not, by neglect, embarrass, not only the custodian of the building, but all the judicial and executive officers, who will be obliged to make necessity a virtue, and occupy the rooms de-

signed for these va[illegible] departments. I have had no time to make the necessary inquiries and calculations upon which to base an estimate of the amount that may be required to be appropriated for these necessary incidental expenses, but this can soon be ascertained when the subject is referred to the proper committee of the General Assembly, and who, I doubt not, after that due consideration and inquiry the subject demands, will recommend a proper appropriation for the purposes required.

REMOVAL OF STATE ARCHIVES—CLASSIFYING AND INDEXING LAWS, RECORDS, ETC.

One of the most important duties naturally devolving upon the Secretary of State in connection with the removal of the State archives from the "old" to the "new" State House, is the arranging, classifying and perfecting the files and records of the State, and making an index thereto, for ready reference and convenience in this office, and much to the benefit of the people of the State at large.

This work is now being done under authority of an act of the last General Assembly.

State officers, members of the General Assembly, and others who have occasion in any manner to refer to the files and records of the State, on file or deposited in this office, are disagreeably impressed with the confused state of the original papers, and documents and executive records. Since the earliest history of our Territorial or State Government these State papers and records have been accumulating, and now, after three-quarters of a century has past, present a confused and chaotic mass of important documents, without arrangement, classification or index by which reference may be made thereto.

In case of a demand upon this office (which frequently occurs) for a certified copy of an enrolled law, paper or document, or transcript of executive record, a long and tedious search must be instituted to find the particular paper or document wanted, consuming, or rather, wasting, valuable time of clerks whose time and services are urgently demanded elsewhere in the discharge of legitimate and specific duties. In some instances, days have been spent in searching for a single paper, which, with a carefully prepared index, could have been found in five minutes by any well informed and competent clerk. Nor does the trouble always end in success; the chances are even against success. It frequently happens that the search is given up before the paper has been found, and if ever found it is the result of accident, and turns up while searching for another document, under similar circumstances, and ends again in failure, annoyance and perhaps loss.

This was and is still the case with the enrolled laws, with the exception of those of the 26th and 27th General Assembly, which were temporarily indexed by my predecessor, and those of the 28th General Assembly have been similarly indexed by me. With this exception, all the enrolled laws on file since the earliest organization of the Territorial and State Governments are without arrangement, classification or index.

It is my purpose to classify and arrange the files and records as systematically and convenient as possible, and to index so fully and comprehensively that any clerk familiar with them can, in a few moments, produce any paper or document, or refer to any executive record in the office. To do this will require considerable time, and a large amount of clerical labor. The supervision of this work will, of necessity, increase

my labors and responsibilities, and although imposed by the law, I assume it willingly, with no wish or desire for further remuneration than the satisfaction of knowing that when completed the results will be of incalculable value to the people of this State, and a convenience which cannot fail to be appreciated in the years to come, growing more and more useful and important as the years recede.

The plan adopted by me in this, in my opinion, most important undertaking, is, in brief, as follows: Commencing with the Territorial organizations, embracing the Northwestern Territory, organized in 1788; the Indiana Territory, organized 1801; Illinois Territory, organized 1809, each exercising legislative and executive jurisdiction within the present limits of this State during the several periods of their existence. The files and records relating to these Territorial Governments will be collected, and, so far as possible, all missing papers replaced by certified copies from the printed records, or transcripts from the originals whenever and wherever they can be found. Then, commencing with the organization of the State Government in 1818, the same course will be pursued, the object being to make full and complete files, forming an archive of the State, in which may be traced, with reasonable accuracy and genuine satisfaction, its political history properly authenticated.

To do this many important papers and documents, and, in some instances, the acts entire of a legislative session must be replaced with certified copies, the originals having been lost or misplaced, and not to be found. In such cases the certified copies are made from the regular authorized edition of the printed laws of the Territory or State, when they can be obtained, or, in the event of no printed copy being obtainable, from manuscript copies taken from the printed laws in the hands of private parties. As the State is not in possession of complete files of the printed editions, either of the Territorial or State laws, I have been under the necessity of relying upon private enterprise and generosity to supply many lost and missing laws. To Wm. L. Gross, of this city, compiler and publisher of Gross' Revised Statutes of Illinois, and who is now engaged in collecting for publication all the laws which have ever been in force in this State or the territories above mentioned, I am indebted for this favor. Mr. Gross has kindly given me access to his complete and valuable collection, from which I have caused certified copies to be made of all those not in the possession of the State, so far as I have been able to do in the progress of the work. As there remains many gaps in the files yet to be filled, the extent of these favors cannot now be stated I take pleasure in thus publicly acknowledging my obligations to Mr. Gross for the favors already conferred.

The plan of the indexes is at once as simple, systematic and comprehensive as experience, the wants of the office, and the good of the public would seem to indicate. And while absolute perfection is not expected or promised, my confidence in the system adopted is such that I have no fears as to its success. The following explanation will give a very correct idea of the plan adopted:

First—There will be an index to all the original enrolled laws on file, under each important appropriate head, designating the number of the box and file in which the enrolled law may be found. In case of application for reference, the subject being known, the law can be readily found and referred to. This will be called the "Index to the Enrolled Laws."

Second—There will be a "General Index," in which under appropriate headings and subjects will be entered an index to all papers and documents on file not included in the index to the enrolled laws.

Third—Each book in which has been entered the acts and orders of the Governor, will be indexed and classified in such manner as to conveniently refer to the acts of the different chief executives since the organization of Illinois territory. This will be known as the "Index to the Executive Records."

Fourth—In additition to the foregoing, and in a manner duplicating all three, will be a "County Index." This index will be classified by counties, and under each county heading subdivisions of subjects will be made, and under these subdivisions will be entered indexes of every subject matter in any law or executive record in any manner affecting such county. The object of this index is to supply a want long felt, and to create a kind of general encyclopædia of information, for the benefit of the public, which is constantly calling upon the Secretary of State for information upon all kinds of subjects, which happened sometime in the history of the State. To illustrate: A. B., county clerk of ..... county, writes to know "whether a public road was authorized to be laid out through this county, by the Legislature. It is *very important* that our people should be advised upon this point." Without date, without knowing even what road is referred to—without knowing anything, in fact, except that the people of blank county want to know about a certain road, the Secretary is expected to furnish this "important information" without delay. When completed, from this index can be learned whether or not any law passed by the Territorial or State Legislature, or order of the Executive has affected any given county in the State, and the Secretary of State can then give an intelligent and satisfactory answer to the many demands for information of the character above described.

The importance of these indexes, as a convenience to this office, is difficult to appreciate, and its value to the public is more likely to be under than over estimated by those not conversant by actual experience with the demand upon this office in the regular course of business. It is a matter too long neglected already, and its completion is alike demanded by public interest and economy. In my years of practical experience as a clerk in the State department, as well as in the capacity of principal, I have seen and felt the necessity of this work, and I only follow the example of my predecessors, who also "learned in the school of experience," in calling the attention of the General Assembly, through your Excellency, to a matter of such pressing and growing importance, and I most respectfully ask that you recommend such appropriation for the necessary clerical labor which may be required to continue the work, as in the good judgment of the members of that honorable body may seem best.

Your Excellency will pardon me for dwelling upon this subject, and giving to it the prominence it occupies in this report. But I feel justified in treating it as I have, and calling attention to it in so conspicuous a manner, for in my judgment the importance of the subject demands it. Each year adds to the difficulties and expense attending the prosecution of the work, increases the danger of loss among the files, and thus lessens the value when completed. Important laws, papers and documents now possible to be obtained with reasonable trouble and expense, ere long will pass beyond the possibility of recovery at any cost. The pro-

gress of the work thus far has of [illegible] slow and tedious, yet very satisfactory results have been [illegible], [illegible]idering the difficulties and perplexities attending the commencement of so vast an undertaking. One thing has been demonstrated beyond a possible doubt, namely: the necessity and importance of continuing the work to completion.

In this connection, I would also respectfully suggest to your Excellency the necessity and importance of the enactment of a law by the General Assembly in relation to the certified copies of enrolled laws heretofore mentioned as missing from the files of this office, and being made from the authorized printed editions. These certified copies should be placed, so far as the law can do so, on an equal footing with the original copies. As has been stated, in many instances, neither the original enrolled law, or the authorized printed edition containing the law, is in the possession of the State, the certified copies having been made from books owned by private individuals. In order that a certified copy of these certified copies may be used as evidence in the courts, should it in the course of litigation become desirable to do so, a law upon the subject is necessary.

CENSUS REPORTS.

There is a law specifying who shall have the care and custody of the copy of the census returns required to be made by the United States Marshals to the State government, but no law upon the statute book in relation to taking the census of the State, by authority of the State. In my opinion, it is a matter of great importance to the people of Illinois that there should be some means of ascertaining the population, wealth and resources of the State, independent of that employed by the general government, which information should at least be collected and published every ten years, if not oftener, not only for our own citizens but for the information of foreigners who may be seeking a home in the great west. Duplicate copies of the census taken by authority of the general government in 1870, are now stored in the basement of the State House, a huge mass of manuscript of no use in its present condition to any one. If the General Assembly see fit to authorize a continuation of the work of indexing heretofore set forth, these returns can be placed in a much better condition and made available for reference if desired. This whole subject deserves the serious and thoughtful consideration of the General Assembly, and to which I trust your Excellency will call attention.

STATE LIBRARY.

By statute, the Governor, Secretary of State, and State Superintendent of Public Instruction constitute the Board of Commissioners for the State Library, of which board the Governor is president, and the Secretary of State is made State librarian; but the detail duties of the position, and care of the books and the keeping of the records of such as may be desired by the State officers and members of the General Assembly, have been and are still performed by Mrs. E. M. Boilvin.

My predecessor, in his first biennial report, says that when he assumed the duties of the office of Secretary of State, that the library was in a deplorable condition so far as the number, quality and condition of books were concerned. He also reported the purchase of seven thousand dollars worth of books in 1869, which in a measure, but only partially so, gave the library a respectable status. In his last biennial re-

port, my predecessor [illegible] was no appropriation by the 27th General Assembly for [illegible] or adding to the State Library, and in consequence, but few books have been purchased, and none except such as were believed to be invaluable or seemed indispensable; these were paid for from the regular annual appropriation of $500 made for that purpose by an act of the General Assembly, approved February 16, 1865."

For the past two years the condition of the State library has not changed. The annual appropriation of $500 mentioned in the above extract, lapsed by the provision of the new constitution, and was not renewed or any other appropriation for the library made, by the 28th General Assembly, for the reason that there was no room in the building now occupied by the State to store books if purchased, and therefore, no appropriations were asked for. The small balance left from former appropriations, so far as required, has been expended; and when deemed necessary, the expenses of the State library have been paid from the incidental appropriation for this office.

The following miscellaneous works have been added to the State Library within the past two years by purchase, exchange, gift, or as otherwise noted below:

Date received.	Title of book.	Name of donor.	Name of author.
	By DONATION.		
1873...	History of Masonry, in Illinois	The author	John C. Reynolds.
"	Beechwood	"	Mrs. R. R. Springer.
"	Prisons and Reformatories, at Home and Abroad	Rev. Wines, D.D.	Inter. Congress, 1872.
"	Report of International Penitentiary Congress	"	National Prison Ass.
"	Nature and Tendency of Free Institutions	Fred. Grinke	Wm. Trevett.
"	Views of Nature, and the Elements, Force, and Phenomena of Nature and Mind	Ezra C. Seaman	Ezra C. Seaman.
"	Capture of Ticonderoga	The author	L. E. Chittenden.
"	Capital Punishment	Thomas C. Garrett	Jno. McKae Moir.
"	Final Report of the Chicago Relief Committee I. O. O. F.	Committee	Lodge I.O.O.F., Chic.
1874...	Columbus, Ohio, History, Etc.	The author	Jacob H. Studebaker.
"	Random Sketches, Etc	"	B. S. DeForrest
"	G. V. Fox; Mission to Russia	"	Gustavus V. Fox.
"	Public Ledger Almanacs 1870, 1871, 1872, 1873	Publisher	
"	Clelestia Arcania, 10 vols	Sweedenburg Pub.So.	Eman'l Sweedenburg.
"	Centenial Gazetteer of the U. S.	The author	A. Von Steinweher.
"	Proceedings Grand Chapter R. A. Masons, O.	Jas. Nesbitt	Grand Secretary.
"	Catalogue Public Library Cincinnati	W. F. Poole	
	By PURCHASE.		
1873...	Universal History, Atlas, Etc.		Jas. W. Shehan.
"	Cushing's Manual		L. S. Cushing.
"	Facts for Farmers		Solon Robinson.
"	Seward's Travels		Olive Risley Seward.
1874...	Monopolies, and The People		D. C. Cloud.
"	First Century of National Existence		"An Eminent Corps of Literary Men."
"	The Struggles of Nasby		D. R. Locke.
"	Guilded Age		"Mark Twain."
"	History of Illinois		Davidson & Stuve.
"	My Opinions, and Betsey Bobbets		Josiah Allen's Wife.
"	Botanical Index		Allan Pollock.
"	Life of Charles Sumner		Lester C. Edwards.
	By EXCHANGE.		
1873...	Treaties and Conventions Between United States and Other Powers		
"	Coal Regions of America	James Macfarland	
"	Catalogue Mercantile Library		Library Co., N. Y.
"	The Irish Republic		P. Cudmore.
"	The Boston Almanac and Business Directory		S. Davidson & Co., Pub

The system of exchange, for many [illegible] between the State and territories, still exists, and by this means the law department of the library has been kept fully supplied with the printed volumes of laws, journals, reports, etc., of the States and territories.

From this source, since the date of my predecessor's last report, there has been received and added to the library fifteen hundred and seventy-one volumes, embracing the statutes of the States and territories and of the United States; reports of the supreme courts of the States and of the United States supreme court, congressional documents, department reports, assembly journals, legislative documents and reports, geological reports and surveys, reports of State officers, etc., etc. It should be understood that, of the number received, many are in duplicate, while of others, several hundred volumes may be of the same publication—as in the case of the United States Statutes—so that less than one-half of the whole number receipted for in any year are actual additions to the library, and placed upon the shelves. These volumes have all been properly cared for, and disposed of when received, either by being placed upon the shelves, or put in store for future use. The surplus volumes published by this State, have also been properly preserved.

I take pleasure in acknowledging the receipt of the following newspapers and magazines donated to the State library by the several publishers thereof:

NEWSPAPERS.

Daily Illinois State Journal, Springfield, Illinois.
" St. Louis Democrat, St. Louis, Mo.
" Leader, Bloomington, Ill.
Weekly Republican, Joliet, Ill.
" Tazewell County Republican, Pekin, Ill.
" Anti-Monopolist, Bloomington, Ill.
" Independent, Grayville, Ill.
" Sentinel, Centralia, Ill.
" Gazette, Champaign, Ill.
" Herald, Washington, Ill.
" Carroll County Mirror, Mt. Carroll, Ill.
" Bureau County Herald, Princeton, Ill.

MAGAZINES.

The Gem of The West, Chicago, Illinois.
The American Bibliopolist, New York City.
The Old and New, Boston Mass.

THE NEW STATE LIBRARY.

The design and arrangement of the rooms for the State library in the new State House contemplate the division of the books of the present library into two classes, and that each class be placed in a separate room. The room designed for the library of miscellaneous books, and which will consist of all classes of books, embracing historical, biographical, poetical, scientific, travel, fiction, reference, periodical, sacred or secular, will be located in the west wing of the new State House, on the same floor with the halls of the two houses of the General Assembly, and in close and convenient proximity to each. This will be one of the finest, most convenient, well lighted and elegant rooms for which it was designed, in the United States. The dimensions are 44 by 79 feet; from floor to ceiling 48 feet, and will be finished by two tiers of alcoves for the reception of books, the second tier of which will be reached by an iron stairway and surrounded by a gallery of the same material, tastefully designed and finished. At each end of the main floor of this

library will be a reading [illegible] 18 by 44 feet, designed for the use and occupancy of the members of the General Assembly during its sessions. In the alcoves will be appropriately arranged the miscellaneous books now composing the State library, and which will fill two or three perhaps, of the thirty or forty alcoves set apart for this purpose. That the present State library of Illinois is a small and insignificant affair no one denies who has seen it; indeed, there are a score or more citizens of the State whose private libraries are larger and more valuable; but if this fact is not now evident, it will be if the present number of books are placed in the new library rooms without extensive additions thereto.

Illinois now occupies the proud and honorable position of the fourth if not the third State in the Union, so far as population and wealth is concerned, and does she not stand equal to any State where the intelligence and educational interests of her people are considered? If this is true, the library of the State should be as complete and valuable in every respect as that of any other State. In order to make it so, the members of the General Assembly have a duty to perform, which they not only owe to themselves, but to the reputation of the proud name of our State. To make the library what it should be will require the expenditure of money, and that must be appropriated by the General Assembly. The appropriation should be liberal, in order that the thousands of books needed may be placed upon the shelves of the new library room by the time the members of the 30th General Assembly are called upon to take their seats in the new and commodious rooms designed for their use in the new capitol building.

The room designed for the library of laws, journals, etc., and in which will be placed the volumes from the different states and territories, is on the main floor of the State House and adjoining the office of Secretary of State. This room is large, well lighted and commodious, and arranged with alcoves two tiers high, in which will be placed the books as they are received from the several states and territories.

As there will be an entirely new classification of the books in both libraries when the State offices are removed to the new capitol, I have decided to make no change in the catalogue as now printed, or a rearrangement until that time.

Two years ago, the Secretary of State, in his report, estimated the number of volumes in the library as follows:

Miscellaneous works	2,550
Publications of U. S. and the different states	7,000
Surplus " " " stored in basement	3,000
Surplus Illinois State publications, laws, etc., stored	20,000
Duplicated copies and incomplete miscellaneous works	200
Total	32,750

There has been bought and received in exchange, donations, etc., 1,603 volumes. Taking my predecessor's figures as a basis of calculation, the number of books now in the library and in store, is 34,353 volumes. It will be observed that only a small proportion of the whole number consists of miscellaneous works, there being of this class only about 2,582 volumes.

I would respectfully suggest to your Excellency the calling attention of the General Assembly to the important matter of making suitable appropriations, in order that the Library Commissioners may be able to make the library of Illinois, as it should be, one of the most complete and valuable State libraries in the country.

WEI[illegible]

By the provisions of the Act [illegible] the [illegible] on to weights and measures," in force [illegible] y 1, 18[illegible] he S[illegible] ary [illegible] State is made *ex-officio* State Sealer of [illegible] ghts a[illegible] Meas[illegible] and has the care and custody of the authorized public sta[illegible] rd of [illegible] hts and measures.

For a number of years the State h[illegible] een i[illegible] session of the United States standard weights and measu[illegible] consist[illegible] of—

First. A set of weights from 50 p[illegible] ds to 1[illegible] nd avoirdupois, and troy; a set of avoirdupois ounce w[illegible] ts from 8 [illegible] nces to .0001 of an ounce; a set of troy weights from 10 ounces to .0001 of an ounce.

Second. One standard yard.

Third. A set of liquid capacity measures, comprising the gallon, half gallon, quart, pint and half pint.

Fourth. A standard half bushel.

But the State has not been in possession of the balances required to make the proper tests.

In order that I might make myself perfectly familiar with the *modus operandi* of testing weights and measures, and to procure such information as would enable me to intelligently give instructions as to the preparation of a suitable room in the new State House in which to place the weights and measures, and apparatus necessary in the discharge of my duties in that respect, and also to make arrangements for the State to receive the elaborate and costly balances to be furnished by the general government for the use of the State, I visited Washington and had a very interesting interview with J. E. Hilgard, in charge of the office of United States weights and measures, who spared no pains to give me all the information desired on the subject of weights and measures, and in explanation of the best modes of testing and comparing the same by the standard.

He also furnished me with such information as has resulted in the fitting up of a room in the new State House to be exclusively devoted for the use of the custodian of the standard weights and measures, and in which will be placed the elaborate and expensive balances used. Mr. Hilgard also agreed to exchange the avoirdupois and troy weights, and the yard measure, which had become broken or damaged by reason of the dampness of the basement of the State House in which they have been kept, supplying the State with new and complete sets without extra charge.

The articles above mentioned are made of heavy, solid brass, and were furnished to the different States under and by authority of a joint resolution of Congress adopted in 1838. The standards being ready before the balances, they were distributed to the States before the latter, Illinois receiving her share many years ago; but the balances, for lack of a suitable fire-proof building or room, in which to place them, were never sent. But this objection being now obviated, I am daily expecting to receive them, and when received they will at once be placed in the room intended for them, heretofore mentioned. No State will then be better prepared to carry out and enforce the provisions of the very important law in relation to weights and measures than Illinois.

ENFORCEMENT OF THE LAW.

Prior to the law which took effect July 1, 1872, the surveyors of the various counties were made *ex officio* county sealers of weights and

measures; but [illegible] the revised law now in force the county clerk of each [illegible] has this duty imposed upon him, and is now *ex-officio* county sealer of weights and measures. It is impossible for me to know the operations of the law in the various counties. Although *ex-officio* state sealer of weights and measures for nearly two years, I have not been called upon by a single county officer to test any county weights or measures. Since the new law took effect quite a number of county clerks have written me on the subject asking information that would enable them to procure the standards required by the law; but not a single set of weights or measures has been sent to me to be tested by the standards fixed by law. As this is a new duty to county clerks its importance and the good resulting to the people of the various counties of the State by its enforcement, doubtless is not fully appreciated. In my estimation and judgment I consider this law, which is made for the good of the whole people, but more especially the poorer classes of consumers, one of the most important on our statute books. If strictly enforced, as it should be in every detail, it would be a guarantee to the buyer of all the necessaries of life. Thus protected they would get full measure and full weight in all their purchases, which I regret to say in many cases is not now done.

The law fixes the weight of certain enumerated articles that are now sold by the bushel. There are a number of other articles in which there is a large and extensive trade in our State, which in my judgment it would be well to add to the list already designated by law; and I would respectfully suggest that the legal weights of the following articles be fixed by law, and added to the list alluded to, viz:

Hungarian Grass Seed, per bushel.
Orchard Grass Seed, per bushel.
Red-top Grass Seed, per bushel.
Millett Seed, per bushel.
Broom-corn Seed, per bushel.
Top Onions, per bushel.
Osage Orange Seed, per bushel.
Peas, per bushel.
Charcoal, per bushel.
Coke, per bushel.
Beef and Pork, per barrel.
Flour, per barrel.
Whitefish and Trout, per half barrel.

STATE GEOLOGICAL COLLECTION.

By the act organizing the Geological Survey of Illinois, the Secretary of State was made the custodian of the collection of minerals and fossils to be accumulated in the prosecution of that work, probably without any definite realization as to what such a collection would comprise, and under the supposition that the results could be conveniently and readily placed in his office and retained under his charge, without serious inconvenience or responsibility in relation thereto. Up to the present time no change has been made in the law as relates to the custody and preservation of the collection, except to repeal the provision placing it in the care of the Secretary of State, and thus virtually leaving it without any one being held responsible for its safe keeping.

The collection is now one of the largest and most complete that has perhaps ever been brought together in the prosecution of a survey of this kind, and I feel assured that by a judicious disposition of the duplicate specimens belonging to the survey, in exchanging with other States and foreign countries, it could easily be made one of the largest and most complete geological museums in the United States.

No provision has yet been made for its preservation as a State cabinet, and no permanent place provided for its reception; the rooms originally set apart for it in the new State House having been subsequently assigned to the agricultural department, and no person has been espe-

cially charged with the [illegible] with preparing and arranging t[illegible] museum. The State Geologist has [illegible] ection to the present time; but as his [illegible] ith the publication of the sixth and [illegible] printed during the coming year, it seem[illegible] ion should be made for its care by legisla[illegible] ion is to be retained as a State cabinet; if not [illegible] vide for its final disposal in some other way [illegible] mulated with so much labor may not be entirely [illegible] arters have been assigned to the collection in the ba[illegible]nt story of the new State House; but it only remains there on sufferance, and is liable to be removed whenever the rooms it now occupies may be required for some other purpose.

The paper required for printing the fourth and fifth volumes of the State Geological Survey was purchased and the volumes bound as required by law, at an expense of $10,336 40, an appropriation having been made for that purpose.

The sixth and last volume of the report will be published the coming year, appropriation for which has been made, but as yet no expenses have been incurred or outlays made in the publication of said sixth volume.

LEGISLATIVE MANUAL.

An annual or biennial legislative manual for the use of the members of the General Assembly at the commencement of each session of that body, has always been in great demand by the members thereof and others interested. This demand, in a limited manner and with imperfect work, has been supplied by private individuals. If of value enough, it ought to be published by authority of the State, and thereby give to the members of our legislative body something upon which they can depend. This subject was alluded to by my predecessor in his last report, as follows:

"I would respectfully suggest and recommend that the Secretary of State be authorized to compile and publish, in connection with his usual report, a manual, to contain the Constitution of the United States and of the State of Illinois; complete lists of all State and county officers; the officers of the several State institutions; the judiciary of the State; the population of the United States and of this State; the returns of the regular State elections, and such other matters for reference as are usually contained in the legislative manuals published by the authority of many of the older States."

No action on the subject was taken by the last General Assembly, and while the preparation for publication of a work like this, or manual recommended by my predecessor, would add to the labor of this office during a very busy season of the year, yet I cannot ignore the value and usefulness of such a manual when issued, and I would respectfully call attention to the subject and suggest that such steps be taken by the General Assembly as may seem proper by the members thereof.

APPROPRIATIONS.

I have hereinbefore alluded to the necessary appropriations required to be made for incidental expenses, State Library, etc. In addition to these matters, the General Assembly will be required to provide for the

expenses [illegible] re, and the proper committee of [illegible] recommend such sums for that purpose [illegible] may seem just and proper. The required [illegible] Executive Department of the State will, at [illegible] before the committee for their consider[illegible]

[illegible]NCIES.

It is presumed [illegible] ture from the various appropriations made by the [illegible]neral A[illegible]ly, the greatest care and utmost economy is used in disbursing the same. Experience has shown, however, that deficiencies in the appropriations for the current expenses of a State officer and State institutions have and will, necessarily, occasionally occur. This, no doubt, is owing in a great measure to the impossibility of the General Assembly to provide specifically for all the expenses of an office or State institution, or to guard against any contingency that may arise in connection therewith. With this knowledge as my guide, I have, in the expenditure of appropriations over which I have control, been as guarded as possible consistent with the prompt and faithful discharge of the various duties imposed upon me by law; and I am truly gratified to be able to state that during the past two years no expenditure has been made or indebtedness incurred in excess of the appropriation made for any specific purpose; and it is with more than ordinary satisfaction that I am able to inform your Excellency that I have no deficiencies to report, and that every bill for work performed or materials furnished up to the date of this report has been promptly paid.

Under the act in relation to State contracts, the Commissioners of State Contracts were directed, and did, as hereinbefore stated, contract for and purchase a large amount of paper and stationery for the use of the State departments and the General Assembly for the next two years, ending November, 1876, but for the payment of which the General Assembly made no special appropriation; and therefore the cost of such stationery, as fast as received, has been paid from the appropriation made by the last General Assembly, but which was only designed to be sufficient to defray the cost of these articles until the first of July next. It will be seen, therefore, that in order that there may be no delay in the payment for the paper for the use of the General Assembly that will be required, further appropriations will be needed as soon as possible after the meeting of that body.

As hereinbefore reported, there is still $1,098 54 in the appropriation for incidental expenses that can be used for the purposes provided for; but to defray the expenses of the 29th General Assembly, that body will be required to make further appropriations, as the amount stated will not be sufficient to cover the estimated expenses thereof, and I will not feel authorized to incur any indebtedness therefor.

SUPREME COURT REPORTS.

Prior to July 1st, 1874, the law of the State authorized and instructed the Secretary of State to purchase from the official reporter of that judicial tribunal such number of the reports of the Supreme Court as were requisite to supply the various courts and State's Attorneys of the State. These reports were purchased and sent to the various courts

and officers [illegible] ealed, and since July [illegible] been purchased by the S[illegible] This repeal of the act afore[illegible] nown by the county officials and [illegible] ate, and I am frequently in receipt o[illegible] s to the cause of delay in the delivery of [illegible] e, and desiring to know in what manner and [illegible] e to be distributed. Section 60 of the act to [illegible] to State contracts, page 1,004 Revised Statu[illegible]

"§ 60. The reports of [illegible] preme court, shall be distributed as follows, viz: Five co[illegible] to the library of Congress, one copy to the President of the United States, one copy to each State and Territorial library, one copy to each judge of the superior court of Cook county, one copy to each clerk of a circuit court, one copy to each law institute in this State, one copy to each State officer required by law to reside at the seat of government, five copies shall be deposited in the State library, and five copies in each supreme court library."

It seems that the law thus provides for the distribution of a class of books not published by the State, and over which the Secretary has no control. If it is the desire of the General Assembly to provide for the distribution of the reports as the section of the act recited directs, some law must be enacted giving him the power to perform this part of his official duty, no law being in force to that effect. I have distributed as required by the former law between Jan. 13, 1873, and July 1, 1874, three thousand two hundred and twenty-two volumes of supreme court reports, and paid therefor the price fixed by law—$6 per volume—which amounts to the sum of $19,332.

This is a subject of considerable importance to the various courts and officers to be thus supplied by the State with these important reports, and I feel it to be my duty to call the attention of your excellency to the matter, in order that such suggestions may be made to the General Assembly, as in your judgment the subject demands.

SENATE AND REPRESENTATIVE HALLS.

As custodian of the State House, it is my duty to prepare the Senate and Representative halls for the use of the members of the General Assembly. It was supposed until late in the fall that temporary rooms could be used by the General Assembly in the new State House, but this idea was abandoned as before stated, and I at once commenced the renovation and repairs of the old halls for this purpose. I found the carpets, upholstery, furniture, etc., in a worn and dilapidated condition, so much so as to seemingly necessitate the purchase of at least new carpets; but this expense would have been so heavy I concluded not to incur it, but to do the best I could under the circumstances, and I have now a number of extra laborers at work washing and cleaning the rooms and carpets with a view to putting them in a clean and comfortable condition, and hope to have everything in readiness by the time the session convenes.

CONCLUSION.

In closing this my biennial report to your excellency, I desire to say that I have endeavored to fully comply with the requirements of the law directing the report to be made. I have made it as brief as possible

consi[illegible] directed by law to be [illegible] ners of printing under the [illegible] rs of State contracts under [illegible] interwoven with the duties of [illegible] h close connection with the matt[illegible] report, that I found it would be very di[illegible] tatement of the letting of contracts and settl[illegible] rring somewhat at length to the action of the[illegible] rs which have been before the board of comm[illegible] s, there has been perfect harmony and a des[illegible] all [illegible] members to faithfully and impartially perform the extra [illegible] pecial duties imposed upon them by the act making them members of the board, and I but reflect their views when I say that so far as the operation of the new law in relation to State contracts can be ascertained, it is very satisfactory, and in all its details seems to fully carry out the intention of the General Assembly enacting the law.

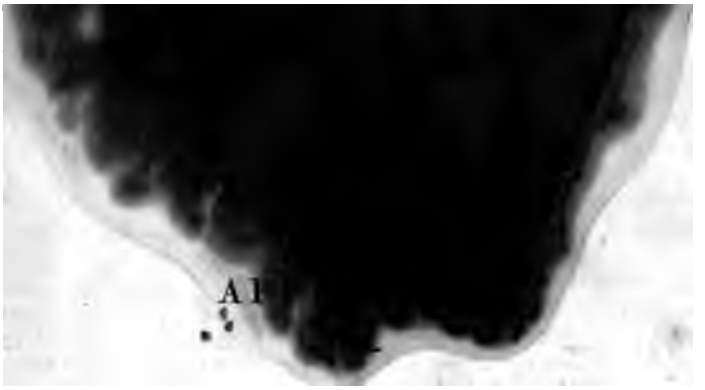
I now submit this report, fearing that in some respects it may be imperfect; omissions may have occurred and the varied subjects treated may not have been as clearly set forth as desired; but I have given its preparation all the time I could possibly spare and at the same time attended to the necessary current work that I am compelled to perform in the discharge of my duties, and have endeavored to faithfully report all of the official transactions of this office in detail as fully as is contemplated by the law requiring the report to be made.

I have, to the best of my ability, systemized the work of the office and the various duties and matters over which I have control. Each one of my assistants and every clerk and employe has his or her special duty to perform, and in all of them I have found the most sincere and earnest desire not only to perform their several duties, but also willing at any and all times to do such extra work as might be required in the prompt discharge of the business of this office. The labor of thoroughly systematizing the work of this department of State will still be continued, and I hope and confidently expect to report most excellent progress in the future.

Very respectfully submitted,

GEO. H. HARLOW,

Secretary of State.



Alphabetical List of Cities, Towns and Villages in the State of Illinois, transcribed from the official records in the office of the Secretary of State.

CITIES.

Name.	County.	Name.	County.
Arcola	Douglas.	Lacon	Marshall.
Abingdon	Knox.	Mount Carroll	Carroll.
Amboy	Lee	Mount Vernon	Jefferson.
Alton	Madison.	Marshall	Clark.
Aurora	Kane.	Morris	Grundy.
Atlanta	Logan.	Murphysboro	Jackson.
Beardstown	Cass	Mendota	LaSalle.
Bushnell	McDonough.	Macomb	McDonough.
Bloomington	McLean.	Mason City	Mason
Belleville	St. Clair.	Mound City	Pulaski.
Clement	Clinton.	Morrison	Whiteside.
Chicago	Cook	Macomb	Wabash.
Canton	Fulton.	Monmouth	Warren.
Carrollton	Greene.	Macon	Macon.
Cairo	Alexander.	Moline	Rock Island.
Champaign	Champaign.	Minonk	Woodford.
Clinton	DeWitt.	Metropolis	Massac
Carbondale	Jackson.	Nauvoo	Hancock.
Collinsville	Madison.	Normal	McLean.
Chester	Randolph.	Nashville	Washington.
Carthage	Hancock.	Oneida	Knox.
Carlinville	Macoupin.	Ottawa	LaSalle.
Dunleith	Jo Daviess.	Olney	Richland.
Dallas City	Henderson.	Oregon	Ogle.
Dixon	Lee	Pana	Christian.
Du Quoin	Perry.	Paris	Edgar.
Danville	Vermilion.	Paxton	Ford.
Decatur	Macon.	Pontiac	Livingston.
Effingham	Effingham.	Peru	LaSalle.
Edwardsville	Madison.	Peoria	Peoria
East St. Louis	St. Clair.	Pekin	Tazewell.
El Paso	Woodford.	Polo	Ogle
Elgin	Kane.	Quincy	Adams
Fulton	Whiteside.	Rockford	Winnebago.
Freeport	Stephenson.	Rock Island	Rock Island.
Galena	JoDaviess.	Rochelle	Ogle.
Geneseo	Henry.	Sycamore	DeKalb.
Galesburg	Knox	Sandwich	DeKalb.
Hamilton	Hancock.	Shawneetown	Gallatin.
Havana	Mason	Sullivan	Moultrie.
Hillsboro	Montgomery.	Sparta	Randolph.
Highland Park	Lake	Springfield	Sangamon.
Henry	Marshall.	Sterling	Whiteside.
Jerseyville	Jersey.	Shelbyville	Shelby.
Joliet	Will.	Tuscola	Douglas.
Jacksonville	Morgan.	Urbana	Champaign.
Jonesboro'	Union.	Virginia	Cass.
Knoxville	Knox.	Vandalia	Fayette.
Kankakee	Kankakee.	Warsaw	Hancock.
LaHarpe	Hancock.	Watseka	Iroquois.
LaSalle	LaSalle.	Wilmington	Will.
Litchfield	Montgomery.	Windsor	Shelby.
Lake Forest	Lake.	Waukegan	Lake.
Lincoln	Logan.	Yates City	Knox.

Name.			County.
Athens			Cass.
Astoria			Coles.
Augusta			Clark.
Avon			Clinton.
Artesia (Tp.)			Clinton.
Ash Grove (Tp.)			DeKalb.
Altomont			Henry.
Apple River	JoDaviess.		Henry.
Arenzville	Cass.		Kankakee.
Ashland	Cass.	Chatsworth	Livingston.
Ashmore	Coles.	Crafty	LaSalle.
Albion	Edwards.	Colchester	McDonough.
Andover	Henry.	Chenoa	McLean.
Annawan	Henry.	Columbia	Monroe.
Atkinson	Henry.	Centralia	Marion.
Altoona	Knox.	Central City	Marion.
Ashton	Lee.	Chillicothe	Peoria.
Athens	Menard.	Caledonia	Pulaski
Auburn	Sangamon.	Caultersville	Randolph.
Albany	Whiteside	Campton	Randolph.
Ashley	Washington.	Claremont	Richland.
Aledo	Mercer.	Caseyville	St. Clair.
Antioch	Lake.	Centreville	St. Clair.
Avon	Lake.	Chatham	Sangamon.
Alden	McHenry.	Catlin	Vermilion.
Algonquin	McHenry.	Carmi	White.
Anna	Union.	Cicero	Cook
Belvidere	Boone.	Chesterfield	Macoupin.
Bible Grove	Clay.	Chenango	McHenry.
Breese	Clinton.	Coral	McHenry.
Brighton	Cook.	Creason	Ogle.
Bowmanville	Cook.	Cerro Gordo	Piatt.
Bentley	Hancock.	Damionsville	Clinton.
Bowensburg	Hancock.	Danton	Cook.
Beaver (Tp.)	Iroquois.	Desplaines	Cook.
Belmont	Iroquois.	Dallas City	Hancock.
Belle River	Jefferson.	De Pue	Bureau.
Beaver Creek	Bond.	Dover	Bureau.
Buda	Bureau.	De Soto	Jackson.
Breweraville	Bureau.	Darwin	Clark.
Bonwell	Edgar.	DeKalb	DeKalb.
Bishop Hill	Henry.	Dwight	Livingston.
Belle City	Hamilton.	Danvers	McLean.
Brighton	Jersey.	Dawson	Sangamon.
Bridgeport	Lawrence.	Delevan	Tazewell
Bethalto	Madison.	Du Bois	Washington.
Bath	Mason.	Davis	Stephenson.
Brimfield	Peoria.	Dakota	Stephenson.
Boody	Macon.	Dundee	Kane.
Brainville	Putnam.	Deerfield	Lake.
Buffalo	Sangamon.	Dorchester	Mcoupin.
Berlin	Sangamon.	Dunham	McHenry.
Bradford	Stark.	Dorr	McHenry.
Barritt	Winnebago.	Detroit	Pike.
Blue Mound	Macon.	Dongola	Union.
Barringtown	Cook.	Evanston	Hancock.
Blue Island	Cook.	Edgewood	Effingham.
Barnhill	Wayne.	Elizabeth	Jo Daviess.
Batavia	Kane.	Elizabethtown	Hardin.
Benton	Lake.	Elkville	Jackson.
Broadwell	Logan.	Equality	Gallatin.
Bunker Hill	Macoupin.	Earlville	LaSalle.
Brighton	Macoupin.	Elmwood	Peoria.
Burton	McHenry.	Evansville	Randolph.
Bethel	Morgan.	Exeter	Scott.
Barry	Pike.	Eldorado	Saline.
Bement	Piatt.	Erie	Whiteside.
Clay City	Clay.	Elwood	Will.
Canfield	Cook.	Enfield	White.
Carnarga	Douglas.	Evanston	Cook.
Cooperstown	Brown.	Eureka	Woodford.
Cuba	Fulton.	Ela	Lake.
Clayton	Adams.	Elk Hart	Logan.
Camp Point	Adams.	El Dara	Pike.
Contsburg	Adams.	Flora	Clay.
Columbus	Adams.	Frogtown	Clinton.
Casey	Clark.	Fairview	Fulton.
		Farmington	Fulton.

Name	County.	Name	County.
Farmer City	Dewitt.	Lark[illegible]burg	Clay.
Farnia	Fayette.	Lou[illegible]	Clay.
Fielden	Jersey.	Lou[illegible]n	Fulton.
Franklin Grove	Lee.	Liv[illegible]	Fulton.
Fairbury	Livingston.	[illegible]Ed[illegible]	Iroquois.
Forrest	Livingston.	LaPr[illegible]	Adams.
Freeburg	St. Clair.	Lima	Adams.
Fayetteville	St. Clair.	Lamoille	Bureau.
Fairmont	Vermilion.	Lombark	DuPage.
Forsyth	Macon.	Laclede	Fayette.
Fairfield	Wayne.	Lostant	LaSalle.
Fremont	Lake.	Leland	LaSalle.
Franklin	Morgan.	Lawrenceville	Lawrence.
Forrest	Ogle.	Lexington	McLean.
Greenfield	Greene.	LeRoy	McLean.
Greenville	Bond.	Lend	Stephenson.
Greenup	Cumberland.	Lebanon	St. Clair.
Gardner	Grundy.	Lodi	Kane.
Grand Tower	Jackson.	Loami	Sangamon.
Grayville	Edwards.	Lynnville	Morgan.
Gibson	Ford.	Lafayette	Stark.
Galoa	Henry.	Lockport	Will.
Grafton	Jersey.	Laona	Winnebago.
Good Hope	McDonough.	Lake	Cook.
Gridley	McLean.	Lake View	Cook.
Greenview	Menard.	Libertyville	Lake.
Golconda	Pope.	Maywood	Cook.
Glasgow	Scott.	Mound Station	Brown.
Georgetown	Vermilion.	Mount Sterling	Brown.
Grayville	White.	Mason	Effingham.
Gailford	Winnebago.	Mendon	Adams.
Glencoe	Cook.	Malden	Bureau.
Genova	Kane.	Mahomet	Champaign.
Grant	Lake.	Martinsville	Clark.
Gillespie	Macoupin.	Majority Point	Cumberland.
Girard	Macoupin.	Middleton	Edgar.
Grafton	McHenry.	Mineka	Grundy.
Greenwood	McHenry.	Mattoon	Coles.
Greggsville	Pike.	Milland Station	Coles.
Hanover	Clinton.	Malta	DeKalb.
Harlem	Cook.	McLeansboro	Hamilton.
Haxby	Iroquois.	Maquon	Knox.
Hanover	Jo Daviess.	Manterno	Kankakee.
Homer	Champaign.	Momence	Kankakee.
Huntsville	Crawford.	Marseilles	LaSalle.
Henderson	Knox.	Marine	Madison.
Highland	Madison.	McLean	McLean.
Hudson	McLean.	Magnolia	Putnam.
Hayworth	McLean.	Manchester	Scott.
Hennepin (village)	Putnam.	Mascoutah	St. Clair.
Harrisburg	Saline.	Mechanicsburg	Sangamon.
Hopedale	Tazewell.	Mackinaw	Tazewell.
Harvel	Montgomery.	Miner	Tazewell.
Henderson	Mercer.	Mill Shoals	White.
Harristown	Macon.	Mount Zion	Macon.
Hyde Park	Cook.	Maroa	Macon.
Hartland	McHenry.	Moweaqua	Shelby.
Hebron	McHenry.	Mount Erie	Wayne.
Ipava	Fulton.	Marion	Marion.
Ivesdale	Champaign.	Milan	Rock Island.
Industry	McDonough.	Metamora	Woodford.
Inka	Marion.	Montgomery	Kane.
Illiopolis	Sangamon.	Mount Pulaski	Logan.
Irving	Montgomery.	Maringo	McHenry.
Jewett	Cumberland.	McHenry	McHenry.
Joy	Mercer.	Meredosia	Morgan.
Jefferson	Cook.	Murryville	Morgan.
Kane	Effingham.	Mount Morris	Ogle.
Keokuk Junction	Adams.	Milton	Pike.
Kansas	Edgar.	Montezuma	Pike.
Kewanee	Henry.	Monticello	Piatt.
Kinmundy	Marion.	New Baden	Clinton.
Kaskaskia	Randolph.	New Memphis	Clinton.
Keithburg	Mercer.	Norwood	Cook.
Kanesville	Kane.	Neponset	Bureau.
Kinderhook	Pike.	Neoga	Cumberland.
Kane	Greene.	Naperville	DuPage.
Kirkwood	Warren.	New Haven	Gallatin.
Lanark	Carroll.	Newton	Jasper.

Name.	County.
New Liberty	Carroll.
Newark	Carroll.
North Utica	Cook.
New Rutland	Bureau.
Noble	Jefferson.
Naples	Alexander.
New Athens	Champaign.
New Berlin	Champaign.
New Milford	Champaign.
Nokomis	DeKalb.
New Windsor	Fayette.
New Boston	Jasper.
Niantic	Knox.
Newburg	Kankakee.
North Evanston	LaSalle.
Newport	LaSalle
Nilwood	Lawrence.
New Canton	Lawrence.
New Salem	McDonough.
Ogden	McLean.
Oakland	McLean.
Oquowka	Marion.
Otterville	Marion.
Oswego	St. Clair.
Odell	Winnebago.
Odin	Shelby
Okowville	Woodford.
Owen	Woodford.
Oakley	Lake.
Oconee	Macoupin.
Orangeville	Macoupin.
Park Ridge	Macoupin.
Plymouth	Marshall.
Palmer	McHenry.
Payson	Union
Princeton	Christian.
Providence	Alexander.
Philo	Bureau.
Prairie City	Champaign.
Palestine	Carroll
Piper City	Clinton.
Plano	Effingham.
Pateka	LaSalle.
Petersburg	Madison.
Princeville	McDonough.
Prairie Du Rocher	McLean.
Parkersburg	Menard.
Pleasant Plains	Perry.
Prophetstown	Stark.
Pelone	Tazewell.
Plainfield	Shelby.
Phillipstown	Pike.
Pecatonica	Adams.
Palatine	Alexander.
Park Ridge	Madison.
Pittsfield	Fulton.
Perry	Brown.
Pleasant Hill	Bureau.
Rand	Edgar.
Riverside	Johnson.
Ravenswood	Knox.
Ripley	Mercer.
Roadhouse	Lake.
Rome	Macoupin.
Rantoul	Hancock.
Rose Clare	Greene.
Robinson	Greene.
Russelville	Adams.
Red Bud	Bureau.
Rockwood	Bureau.
Rochester	Clark.
Rushville	DeWitt.
Rossville	Edgar.
Rock Falls	DuPage.
Richmond	Edwards.
Rockton	Henry.
Raymond	Jo Daviess.
Rock City	Knox.
Riley	Monroe.
Richmond	McHenry.

Name.	County.		County.
Winchester	Scott.	Waukegan	Lake.
West Belleville	St. Clair.	Warren	Lake.
Williamsville	Sangamon.	Wauconda	Lake.
Wyoming	Stark.	Woodburn	Masoupin.
Washington	Tazewell.	Wenona	Marshall.
Walshville	Montgomery.	Waverly	Morgan.
Wheatland	Macon.	Xenia	Clay.
Warrensburg	Macon.	York	Clark.
West Danville	Macon.	Young America	Warren.

VILLAGES.

Name.	County.	Name.	County.
Austinville	Cook.	Cranesville	Marion.
Ashkum	Iroquois.	Crab Orchard	Marion.
Athensville	Greene.	Coal Valley	Rock Island.
Auburn	Clark.	Cordova	Rock Island.
Assumption	Christian.	Carbon Cliff	Rock Island.
Ancona	Livingston.	Cederville	Stephenson
Avoca	Livingston.	Cazenovia	Woodford.
Athens	Cook.	Cruger	Woodford.
Austin	Cook.	Chemung	McHenry.
Andelusia	Rock Island.	Coral	McHenry.
Appatona	Morgan.	Crystal Lake	McHenry.
Alexander	Morgan.	Chapin	Morgan.
Arcadia	Morgan.	Concord	Morgan.
Adeline	Ogle.	Carthage	Ogle.
Berrington	Cook.	Chana	Ogle.
Blue Island	Cook.	Dalton Station	Cook.
Breman	Cook.	Darien	Clark.
Blackberry	Kane.	Dennison	Clark.
Buckley	Iroquois.	DeWitt	DeWitt.
Bethlehem	Effingham.	Doddsville	Schuyler.
Braceville	Grundy.	Desplains	Cook.
Bondville	Champaign.	Dalton	Cook.
Beecher City	Effingham.	Dunton	Cook.
Bartley	Ford.	Deerfield	Lake.
Bennington	Knox.	Dayaville	Ogle.
Bridgeport	Knox.	Evanston	Cook.
Bristol	Kendall.	Edinburg	Christian.
Bristol City	Kendall.	Elliotstown	Effingham.
Binghamton	Lee.	Ewington	Effingham.
Blackstone	Livingston.	Eldena	Lee.
Bardolph	McDonough.	East Paw Paw	Lee.
Blandinsville	McDonough.	East Lynne	Vermilion.
Brooklyn	Schuyler.	Englewood	Cook.
Birmingham	Schuyler.	East Wheeling	Cook.
Browning	Schuyler.	Elroy	Stephenson.
Bluff City	Schuyler.	Freemanton	Effingham.
Cooksville	Cook.	Funkhouser	Effingham.
Chebanse	Iroquois.	Fayette	Greene.
Clifton	Iroquois.	Fredrick	Schuyler.
Campbellsburg	Christian.	Fithian	Vermilion.
Clarksville	Christian.	Glencoe	Cook.
Columbiana	Greene.	Grove City	Christian.
Castle Fin	Clark.	Garden Prairie	Boone.
Clarksville	Clark.	Gilmore	Effingham.
Caledonia Centre	Boone.	Gilman	Iroquois.
Capron	Boone.	Gilson	Knox.
Compton	Lee.	Gilbert	Vermilion.
Cornell	Livingston.	Glenwood	Cook.
Champlain Station	Livingston.	Grand-de-tour	Ogle.
Coalville Station	Livingston.	Hartford	Cook.
Cayuga	Livingston.	Hyde Park	Cook.
Collins	Livingston.	Homer	Greene.
Cahokia Village	St. Clair.	Harmon	Knox.
Camden	Schuyler.	Harmon	Lee.
Clyde	Cook.	Huntsville	Schuyler.
Cornell	Cook.	Hooperstown	Vermilion.
Calumet	Cook.	Hawthorn	Cook.
Cazenovia	Cook.	Harlem	Cook.
Canfield	Cook.	Homewood	Cook.
Carterville	Marion.		

Name.	County.	Name.	County.
Hampton	Rock Island.	t Byron	Rock Island.
Hillsdale	Rock Island.	nola	Woodford.
Havana	McHenry.	rentice	Morgan.
Huntley Grove	McHenry.	osamund	Christian.
Irving Park	Cook	io	Knox.
Illinois City	Rock Island.	ure	Livingston.
Jefferson	Cook	ding	Livingston.
Jeffersonville	Marion.	idge Farm	Vermilion.
Jordanville	Morgan.	nkin	Vermilion.
Kenney	Dewitt.	Ravenswood	Cook.
Kenwood	Cook	Robbville	Cook
Kappa	Woodford.	Rock Island Shops	Cook.
Lemont	Cook.	Riverside	Cook
Lansing	Cook.	Rapids City	Rock Island.
Loda	Iroquois.	Richmond	Rock Island.
Ludlow	Champaign.	Ridott	Stephenson.
Livingston	Clark.	Rock Grove	Stephenson.
Lisbon	Kendall.	Richmond	McHenry.
Lee Centre	Lee	Sheldon	Iroquois.
Littleton	Schuyler.	Sharpsburg	Christian.
Lyons	Cook.	Stonington	Christian.
Lemont	Cook.	Sheffield	Greene.
Lake Side	Cook.	Scales Mound	Jo Daviess.
Lansing Station	Cook.	Sweet Home	Jo Daviess.
Loran	Stephenson.	St. Joseph	Champaign.
La Forx	Kane.	Seymour	Champaign.
Literbury	Morgan.	Shuttlersville	Hardin.
Lynnville	Ogle.	St. Mary	Iroquois.
Lightsville	Ogle.	Sherburnville	Kankakee.
Matteson	Cook.	Sugar Island	Kankakee.
Montgomery	Iroquois.	St. George	Kankakee.
Milford	Iroquois.	Shelburne	Lee.
Montrose	Effingham.	Sublette	Lee.
Millville	Adams.	Steward	Lee.
McKeen	Clark.	South Paw Paw	Lee.
Melrose	Clark.	Smithdale	Livingston.
Mazon	Grundy.	Sullivan Centre	Livingston.
Mt. Carbon	Jackson.	South Evanston	Cook
Morisonville	Christian.	Summit	Cook.
Mt. Auburn	Christian.	Sulphur Springs	Marion.
Milroy	Knox	St. Charles	Kane.
Millington	Kendall.	Sinclair	Morgan.
Malugins Grove	Lee.	Thornton	Cook.
McDowell	Livingston.	Thornton Station	Cook
Moulton	Shelby.	Thomasborough	Champaign.
Maple Wood	Cook.	Todd's Point	Shelby.
Maywood	Cook.	Taylorsport	Cook.
Mt. Pleasant	Stephenson.	Union Corners	Boone.
Morgan City	Morgan.	Uniontown	Knox.
Maringo	McHenry.	Ullin	Pulaski.
McHenry	McHenry.	Union Stock Yards	Cook.
New Liberty	Adams	Union	McHenry.
New London	Marshall.	Villa Ridge	Pulaski.
New Richmond	Marshall.	Winetka	Cook,
Nelson	Lee.	Willeys	Christian.
Nachusa	Lee.	Watson	Effingham.
Nevada	Livingston.	Walkerville	Greene.
Norwood Park	Cook	Woodville	Greene.
New Pennsylvania	Stephenson.	Weston	Jo Daviess.
Nunda	McHenry	Waynesville	DeWitt.
Neelyville	Morgan.	Weldon	DeWitt.
Owanaco	Christian.	Waldron	Kankakee.
Ogden	Champaign.	West Brooklyn	Lee.
Ocoya	Livingston.	West Paw Paw	Lee.
Oceola	Schuyler.	Williamsburg	Shelby.
Oak Park	Cook.	Wilmet	Cook.
Oakland	Cook.	Winnetka	Cook.
Oneco	Stephenson.	Washington Heights	Cook.
Palatine	Cook.	West Lyons	Cook.
Plainville	Adams.	West Wheeling	Cook.
Pesotume	Champaign.	Winslow	Stephenson.
Poplar Grove	Boone	Washburn	Woodford.
Prairieville	Lee.	Woodstock	McHenry.
Prairie City	McDonough.	Woodson	Morgan.
Pinkneyville	Perry.	Woosung	Ogle.
Pleasant View	Schuyler.	Yorkville	Kendall.
Pocahontas	Cook.	Yatesville	Morgan.
		Zuma Centre	Rock Island.

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Name.	County.	Name.	County.
Arlington	Bureau.	Bryant	Fulton.
Albrecht	Bureau.	Crawfordsville	Crawford.
Addison	DuPage.	Copenhagen	DuPage.
Avena	Fayette.	Cottage Hill	DuPage.
Alpha	Henry.	Clarendon Hill	DuPage.
Alhambra	Madison.	Cornton	DeKalb.
Adair	McDonough.	Camargo	Douglas.
Arrowsmith	McLean.	Cologne	Edgar.
Arthur	Moultrie.	Crisman	Edgar.
Alma	Marion.	Cherry Point City	Edgar.
Alterburg	Menard.	Carman	Henderson.
Armington	Tazewell.	Colona	Henry.
Allendale	Wabash.	Concord	Iroquois.
Addieville	Washington.	Crescent	Iroquois.
Audubon	Montgomery.	Council Hill	Jo Daviess.
Allenville	Logan.	Chauncy	Lawrence.
Atlas	Pike.	Charlottsville	Lawrence.
Antioch	Lake.	Centerville	Lawrence.
Algonquin	McHenry.	Clifton	Madison.
Burton	Adams.	Colmar	McDonough.
Bloomfield	Adams.	Covel	McLean.
Beverly	Adams.	Columbus	Pope.
Buck Horn	Brown.	Caledonia	Putnam.
Bureau Junction	Bureau.	Columbia	Scott.
Blueville	Christian.	Clarksville	Sangamon.
Brussells	Hardin.	Curran	Sangamon.
Belieview	Hardin.	Castleton	Stark.
Baden	Clinton.	Como	Whiteside.
Buxton	Clinton.	Crossville	White.
Belle Air	Crawford.	Cameronville	Warren.
Bristol	Crawford.	Cherry Valley	Winnebago.
Bloomingdale	DuPage.	Calumet	Cook.
Bourbon	Douglas.	Cesna	Wayne.
Bloomfield	Edgar.	Clyde	Macoupin.
Blandinsville	Edgar.	Chambersburg	Pike.
Brownstown	Fayette.	Centerville	Piatt.
Bluff City	Fayette.	Clear Creek Landing	Alexander.
Biggsville	Henderson.	Cave-in-Rock	Hardin.
Broughton	Hamilton.	Commerce	Fulton.
Brockville	Jasper.	Downer's Grove	DuPage.
Burnside	Johnson.	Dauby	DuPage.
Bloomfield Summit	Johnson.	Dudley	Edgar.
Bourbonnais	Kankakee.	Dayton	Henry.
Benjaminville	McLean.	Dahlgren	Hamilton.
Bell Flower	McLean.	Delafield	Hamilton.
Bethany	Moultrie.	Danforth	Iroquois.
Burksville	Monroe.	Del Roy	Iroquois.
Burksville	Pulaski.	Donavan	Iroquois.
Bay City	Pope.	Delhi	Jersey.
Bridgeport	Scott.	Dayton	LaSalle.
Bluff City	Scott.	Downs	McLean.
Bloomfield	Scott.	Dalton City	Moultrie.
Brooklyn	St. Clair.	Dunlap	Peoria
Breckinridge	Sangamon.	Dundas	Richland.
Barclay	Sangamon.	Douglas	St Clair.
Barnum	Saline.	Darmstadt	St Clair.
Butlersville	Schuyler.	Duncan	Stark.
Bluetown	Tazewell.	Dillon	Tazewell.
Bismarck	Vermilion.	Deer Grove	Whitesides.
Beckwith	Vermilion.	DuPage	Will
Blue Grass	Vermilion.	Durand	Winnebago.
Braidwood	Will.	Donnelson	Montgomery.
Beecher	Will.	Dutch Hill	St Clair.
Bellmont	Wabash.	Dudleyville	Bond.
Berwick	Warren.	Duncan City	Fulton.
Beauchoup	Washington.	Edinburgh	Christian.
Bolo	Washington.	Etna	Coles.
Butler	Montgomery.	East Berlin	Crawford.
Bloom	Cook.	Elmhurst	DuPage.
Bremen	Cook.	Elbridge	Edgar.
Brooklyn	Massac.	Elliott	Ford.
Bedford	Pike.	Elba	Gallatin.
Beaver Creek	Bond.	Embarrasville	Jasper.
Berdan	Greene.	Elsah	Jersey.
Barrow	Greene.	Emerald	Madison.
Bernadotte	Fulton.	Ellsworth	McLean.